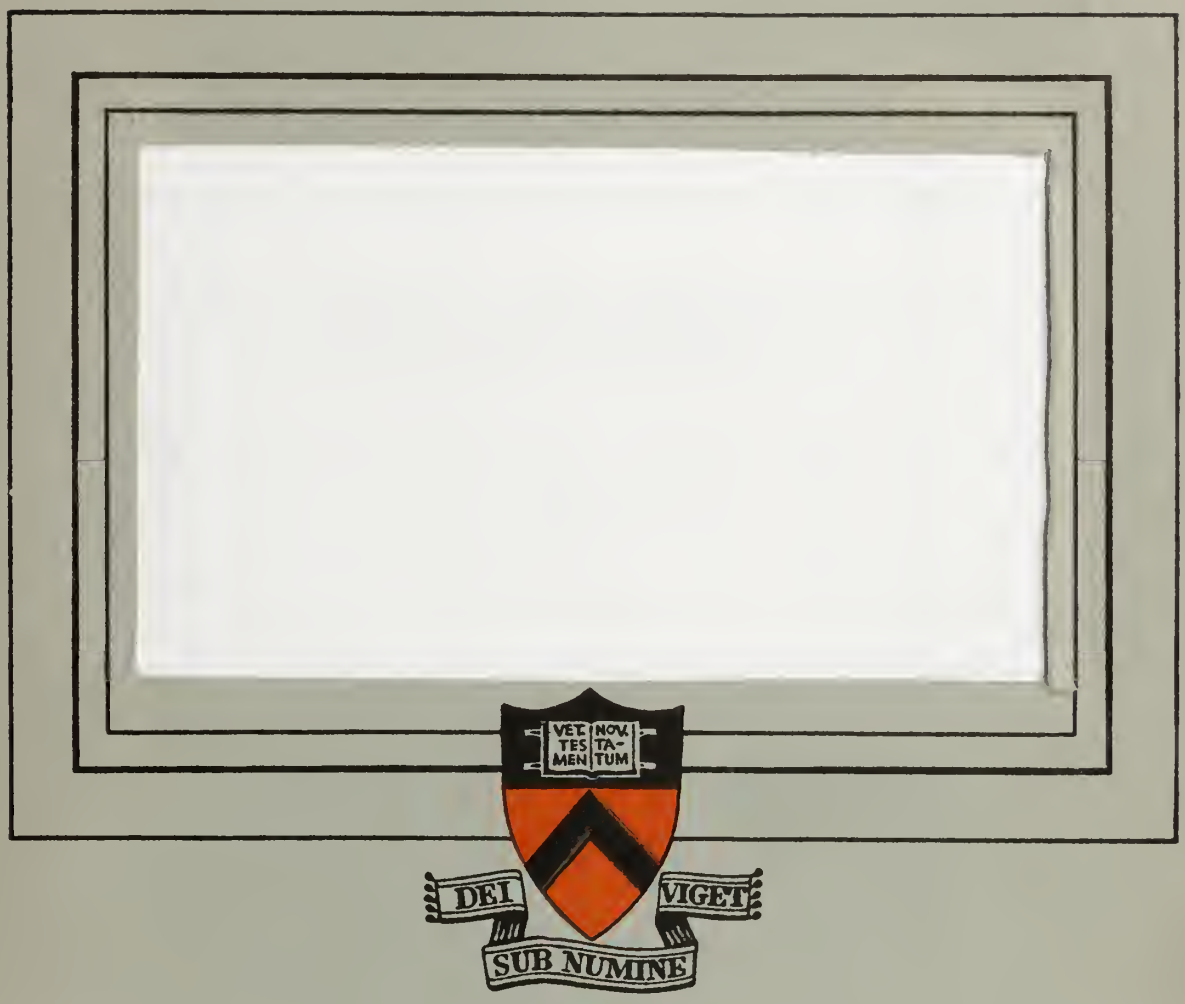

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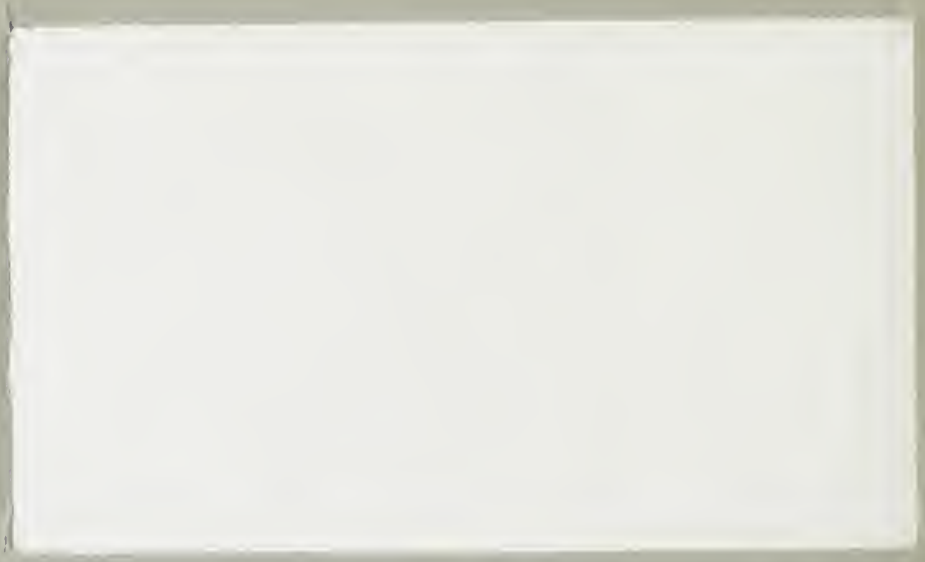

SAMPSON: A STUDY OF THE GROWTH AND IMPACT OF A MILITARY FACILITY

by

Archer E. Church, Jr.

A thesis submitted in partial fulfillment of the
requirements for the degree of
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Frontispiece: Boat House on Seneca Lake at Sampson Naval Training Station, 1918

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I. INTRODUCTION

Purpose

We live in a dynamic society in which the transitory nature of many industrial and military facilities causes repercussions in ever-widening circles. Whenever a new industry or military facility establishes itself in a community, there is much speculation among the local population on the possible effects of this new influence. To the hopeful members of the community, the prospect of more capital flowing into the area and the increase in job-opportunities seem to assure an upsurge in business, and assure local prosperity. A few people may point out the possibility that this new enterprise may increase the local town and county budgets, it may accentuate the crime rate, and if it is tax-exempt, as are many Government facilities, it may increase the tax rate of the local residents. But the feeling of the majority seems to be one of hopeful elation.

The departure of an industry from an area also creates much discussion, mostly of a pessimistic nature. People dread the spectre of unemployment, collapse of business, and local economic depression. The recent case of the phasing out of the F105 Thunderbolt jet produced by Republic Aviation Corporation in Farmingdale, New York, with 13,000 prospective lay-offs, is a pertinent example. In a crisis of this nature, few can see any advantages to the community. The most sanguine of citizens may find consolation in hoping that the economy will become less dependent upon one industry, that the necessity for road maintenance will diminish, and that the undesirable elements brought

in by industry, will leave. In any event, it seems apparent that both the establishment and the disestablishment of large industrial or military complexes cause complicated upheavals in the structure of affected communities.

Studies have been made in the past of the effects of the establishment of a shipyard at Seneca, Illinois,[1] and of the opening up of a mass-production bomber plant at Willow Run, Michigan.[2] Both of these facilities were created during the initial years of the Second World War, and both closed at the conclusion of the War. At Seneca, Illinois, public housing was provided after the facility had been in operation for some time, while at Willow Run public housing was never provided. Both studies deal extensively with the sociological implications of the industrial complex.

In today's tense world, many military facilities are necessary to support nuclear-powered ships, space exploration, and conventional weapons systems. The engineer who plans these facilities must be aware of the far-reaching effects of these quasi-industrial complexes on the economic and social structure of the community and the state. He must be aware of the techniques of regional, industrial, and community planning. As Gordon S. Brown, dean of engineering at M.I.T., recently wrote,"[we need] . . . engineers who, as professional men, will work at the frontier of their profession, [and] be highly sensitive

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1. Havighurst, R. J., and H. G. Morgan, The Social History of a War-Boom Community (New York: Longmans, Green and Co., 1951).
2. Carr, L. J., and J. E. Stermer, Willow Run (New York: Harper and Brothers, 1952).

to the economic, political, and social consequences of their actions . . ."[3] Also, the Harvard Engineering Society Bulletin, has stated, ". . . the engineer must clearly understand the societies in which his plan seeks to operate, and be closely aware of the interaction between people and things."[4]

How can the engineer gain an understanding of the effects of his future facility on the local community? It would be wise to study the lessons of the past. A basic understanding of the problems involved can be gained by a study of the effects of the establishment or disestablishment of a facility. Such a process should not be a recent phenomenon in order to avoid the possibility of basing conclusions on biased personal judgments of local inhabitants who may be too close to the event to be objective. The best site to study would be one which, before the influx of the facility, had a relatively constant rate of development, a minimum of industry, and was relatively low in population in proportion to the complex established. If a situation could be found wherein the aforementioned facility had also closed down, thereby returning the local area as much as possible to its original conditions, both the effects of the establishment and of the disestablishment could be studied. Such a situation can be found in the case of the establishment and the disestablishment by the Navy and the Air Force of the Sampson Training complex in Seneca County, New York. For case study purposes, this facility has the advantage of having undergone two complete cycles, one in the 1940's, and one in the 1950's.

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3. Gordons S. Brown, "The Revolution in Engineering," The Boston Sunday Globe; M.I.T. Centennial Issue, April 2, 1961, quoted in John A. Logan, "The Second Engineering Revolution," The Bent of Tau Beta Pi, p. 12.

4. Harvard Engineering Society Bulletin, The Editor Reports, 42-3 (May, 1961), quoted in Logan, op. cit., p. 13.

The Area in 1940

Sampson was located on the eastern shore of Seneca Lake, in Seneca County, New York State, about 17 miles from the nearest large city, Geneva. As indicated on page 5, figure 1, Geneva is located in the adjacent county of Ontario, 285 miles northwest of New York City, 386 miles west of Boston, 51 miles west of Syracuse, and 47 miles east of Rochester. This location means that approximately one-third of the population of the United States lives within 350 miles, or eight hours driving time, of the site.[5] In 1940, just prior to the construction of Sampson, the population of Seneca County was 25,732, Geneva's only 15,555.[6] As the designed capacity of the first of the military facilities, the Naval Training Station, was for 30,000 recruits, plus school facilities for 5,000 men, a ship's company of 4,500, and a 1,500 bed hospital, the establishment of this facility added a population to the local area equal to the combined populations of the County and Geneva.[7]

The per family income in Geneva in 1940 was $3,071 per year, which was in excess of the average for New York State of $2,902 per year. Seneca County, however, had an average income of only $1,852 per family in 1940.[8] Despite the apparent affluence in Geneva, the population of Geneva decreased from 16,063 in 1930 to 15,555 in 1940. Since the natural increase in population due to the excess of births over deaths

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5. Robert F. Maloney, "Geography of Geneva Offers Chance for New Development," The Geneva Times, n.d.

6. New York State Department of Commerce, Business Fact Book, Rochester Area, 1957 (Albany: The Department, 1957), p. 9.

7. U. S. Navy Department, Bureau of Yards and Docks, Building the Navy's Bases in World War II, Volume I (Washington: U.S. Government Printing Office, 1947), p. 275.

8. "Survey of Buying Power," Sales Management, 48-8 (April 10, 1941), pp. 113, 121.

Figure 1

Location Map of Geneva and Sampson, New York
(350 mile radius circle from Geneva inscribed)

during this period was 786, the actual loss in population was 1,294, or a decrease of approximately 8.5 percent, indicating that the city was actually declining in importance.[9] Geneva, at the time of the establishment of the Sampson Naval Training Station was primarily a trading, industrial, and commercial center for the immediate area, and in addition was the site of two colleges. Seneca County was largely a marginal farming region with some industry concentrated in the Northern townships. Therefore, we have a semi-depressed area which should show dramatically the effects of the establishment of the Naval Training Station. In addition, we may determine whether the removal of this station caused a change in local conditions. We can also study the effects of the establishment in 1950 of the Air Force Training Center, and its subsequent disestablishment six years later.

The Naval Establishment in Brief[10]

Early in 1942, soon after the beginning of the Second World War, it became apparent to the Bureau of Navigation (later changed to the Bureau of Naval Personnel) of the U. S. Navy Department in Washington, D.C., that there was a need for additional training facilities for the expanding United States Navy. Among the many sites considered for

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9. Walkley, Floyd F., Master Plan Report of the City of Geneva, Ontario County, New York (Pittsford: August, 1958), pp. 2-3.
10. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.; U.S. Navy Department, Bureau of Yards and Docks, Technical Report and Project History, Contract NOy-5587, NTS Sampson, N.Y. (New York: Tuttle, Seelye, Place and Raymond, n.d.); also see Appendix B.

this purpose was a site on the Eastern shore of Seneca Lake, in upstate New York, later named Sampson. On May 17, 1942, President Roosevelt announced the selection of Sampson as a Naval Training Station. Land acquisition and construction commenced soon after. The new station, covering 2,535 acres, was completed in a mere 270 days after the construction was begun, at a cost, including land acquisition, of approximately $56,000,000. Commissioned on October 17, 1942, the Sampson Training Station was the second largest in the nation, the only larger station being located at Great Lakes, Illinois, and continued in operation until July 1, 1946. During this period of time, the name was changed from Sampson Naval Training Station to Sampson Naval Center. A total of 411,429 naval recruits were trained at Sampson during the three and one-half years of operation. During the period of greatest intensity in the Second World War, 1,000 men per day completed training and were transferred to new duties, while an equal number of new recruits reported daily for their first taste of Naval life. A U. S. Naval Hospital and the U. S. Naval Personnel Separation Center also were located at Sampson. The hospital operated throughout the Naval operation of Sampson, while the Separation Center operated from August 24, 1945, to May 31, 1946, when it was disestablished.

Between the Wars in Brief[11]

Upon the closing of Sampson by the Navy, various organizations

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11. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.; "History of Sampson," The Geneva Times, April 13, 1956; and Luzker, Samuel G., New York State Executive Department, Division of Housing and Community Renewal, personal letter dated March 28, 1962.

determined to utilize some of the facilities under permits which provided for the reversion of the complex to the Navy in case of emergency. From October of 1946 to June of 1949, the Associated Colleges for Upper New York State operated Sampson College on part of the site of the facility. In December of 1946, the Veteran's Administration commenced operating the hospital. The following year, the hospital was transferred ultimately to the New York State Department of Mental Hygiene as an annex to the Willard State Hospital. Concomitant with the operation of the college and the hospital, the U. S. Department of Agriculture utilized some of the buildings for the storage of surplus grain and beans.

The Air Force Establishment in Brief[12]

In the fall of 1950, the Air Force Air Training Command discovered that the necessity for a rapid buildup of recruits required for the Korean conflict was seriously overcrowding the Lackland Air Base in Texas, the only Air Force basic training center then in existence. In November, 1950, the Air Training Command assumed jurisdiction of Sampson, although the formal transfer from the Navy to the Air Force did not occur until February 14, 1951. In January, 1951, the Air Force started rehabilitation work on Sampson which ultimately cost approximately $24 million. This, combined with the original value

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12. U. S. Congress, House Committee on Appropriations, Investigation of Military Public Works, Part 2, Department of the Air Force (Washington: U. S. Government Printing Office, 1952); and "History of Sampson," op. cit.

of the Naval establishment adjusted to current market conditions, established a plant account value to the Air Force for the facility of about $112 million and an estimated replacement cost of $145 million. Between February 1, 1951, and June 1, 1954, Sampson Air Force Base graduated 178,601 trainees, or an average of a little more than 3,000 trainees per month.[13] The cessation of hostilities combined with economic factors caused the announcement on April 12, 1956, that Sampson would be closed. The actual closing occurred on September 3, 1956.

Methodology

The problem and the selected area and facility to be studied have been briefly described. In order to develop fully and to understand the significance of the impact of the military facility on the area, a more detailed description of the development of the area and the operations of the community and the facility during the study period must be presented. The historical development of the area, commencing with the original reason for settlement and extending through the shifts in the economic base of the area until 1940, should establish an adequate conception of the important characteristics, both economic and social, of Seneca County and Geneva prior to the arrival of the military complex. The inclusion of necessary information on transportation routes, and data on topography and climatology,

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13. See Appendix F.

as well as a description of the type of government, should provide an understanding of the local conditions which had to be considered by the planners of the military complex.

In order to understand the significance of the statistical changes in various factors which occurred during the period from 1940 through 1957, the details of the construction and operation of the Sampson Naval Center must be explored. The utilization of the facility during the period between the Navy use and the Air Force use is also important if the overall impact is to be understood. The details of the Air Force rehabilitation program and operation are also highly pertinent for an adequate comprehension of the effects of Sampson on Seneca County and Geneva.

Finally, the effects on the surrounding area of the facility may be statistically tabulated and discussed within the basic framework of area knowledge previously developed. The impact on population, incomes, employment, transportation, schools, housing, taxes, local budgets, and land values, may all be explored. Perhaps then, a determination can be made as to whether the establishment of a military facility is a boon or a blight.

Source Limitations

Unfortunately, many of the records of the operation of Sampson were destroyed upon the termination of operations, or were otherwise unavailable. Primary sources included items from the records and files of the Bureau of Yards and Docks of the U. S. Navy Department, reports

of the House Committee on Appropriations, U. S. Congress, and U. S. Bureau of Census data. To fill in the gaps, however, it was found necessary to make extensive use of secondary sources, primarily the clipping files of The Geneva Times. The lack of data on population for inter-censal years was one of the more frustrating problems. In addition, only spot checks on the housing situation were available. No data could be located which would indicate where the permanent civilian employees at Sampson who did not live on-base resided. The tax records for Seneca County were especially difficult to interpret and to analyze.

II. PRE-SAMPSON AREA ECOLOGY

History

More than five thousand years ago the Finger Lakes region between Seneca and Cayuga Lakes was inhabited by Algonquin Indians. Excavations have shown that villages existed during this period, which would indicate that the region had available sufficient staples of life to make a permanent settlement feasible. As John Becker has written:

> Dense forests covered the hills and the valleys of their homeland. Deer and bears and other game were plentiful. The Lakes and streams abounded in fish. A very little digging or scratching in the earth suffices to produce such corn, vegetables and tobacco as the Indians required. With fuel near at hand, meat to be had for the fun of shooting it with bow and arrow or spear, fish easily obtained, and all other labor done by squaws, the Indian men led a life of ease.[1]

The abundance of food left the Indians with free time for other pursuits. They soon became skillful fighting men, and ultimately joined together with other tribes to form the League of the Iroquois or Five Nations in approximately 1570. This League was composed of the Mohawk, Oneida, Onondaga, Cayuga, and Seneca tribes.

In 1715, the Tuscarora were admitted to the confederacy creating the League of Six Nations. This League was well organized, and was thus well able to conserve the fruits of war which further strengthened the stability of the group. On the arrival of the white man, approxi-

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1. Becker, John E., A History of the Village of Waterloo, New York and Thesaurus of Related Facts (Waterloo: Waterloo Library and Historical Society, 1949), p. 11.

mately a generation later, the Indians acquired firearms. Ultimately, the League was able to reduce to subjection all other tribes within an area extending from the St. Lawrence to the Tennessee and from the Atlantic to the Mississippi. During the American Revolution, the League actively supported the British.[2] The Indian participation in various battles, principally at Wyoming, Pennsylvania, and Cherry Valley, New York, as well as the fact that the League was supplying the British with food, induced General Washington to send one-third of his available troops under General John Sullivan to destroy the League in 1779. Seneca County received special attention as this area was the shared granary of the two most savage tribes of the Six Nations, the Senecas and the Cayugas. Troops from this expedition were so impressed with the apparently productive orchards and grain fields of the Seneca County area that, after the treaty of 1790 which transferred the land from the Indians to the United States and declared it a "military tract," they returned to settle.[3]

Area Characteristics

The early settlers were faced with many of the same area characteristics which the planners of Sampson were to encounter. The land was cleared of the heavy underbrush and timber by the time Sampson

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2. "Iroquois," Encyclopaedia Britannica, 1959 edition, 12, p. 684.
3. Becker, op. cit., p. 16.

was established, but the climatology and topography were approximately the same. As can be seen from a study of Appendix A, the climate in Geneva is relatively mild. Geneva lies in a dip in the land mass, which tends to shield the area from the inclemencies of the weather prevalent in upstate New York. In Geneva the temperature minima and maxima during the spring are 18 and 86 degrees, during the summer 39 and 92 degrees, during the fall 11 and 89 degrees, and during the winter, 8 and 59 degrees. The precipitation is adequate, averaging a little over 34 inches per year.

As noted in Appendix B, the climate is a little less temperate at Sampson. The temperature ranges from a maximum of 106° to a minimum of -31° with an average yearly rainfall of 25.3 inches. This weather range is probably caused by the fact that the area selected for Sampson was on the eastern shore of Seneca Lake. The lake does not freeze over in winter, and is five miles across at Sampson. Also, the prevailing wind is from the west to northwest, and therefore, blows across this stretch of open water building up three - and four - foot waves which impinge on the exposed shoreline of Sampson.

The land itself is relatively level. Geologically, there exists an underlying layer of shale with a shallow overburden of clay two to eight feet thick. Technically, this shale is classified as stratified shale and is extremely decayed and disintegrated near the surface. Near the lake shores, post-glacial erosion has carved deep gorges in the underlying shale, thereby forming natural drainage arteries for the upper reaches of the land. The relatively impervious shale per-

mits little loss of moisture through seepage except near the lake shores. Unless the soil is underdrained, either by the natural drainage arteries near the lake, or by man-made means, the farm land is fairly unproductive.[4] This in part explains the depressed status of the area at the time of the establishment of Sampson as noted in Chapter I, despite the fact that the area was originally the "breadbasket" of the Six Nations and had been settled by the early pioneers because of the apparent productivity of the region.

Economic Base

The economic base for the region was at first essentially farming. As has been noted, the original settlers flocked to the area enticed by the memory of the green, productive-looking fields. In the case of the lower two-thirds of Seneca County, up until the inception of the military facilities, the economic base has remained farming. In the case of Geneva, and the upper ~~two-thirds~~ of Seneca County, however, a gradual shift in emphasis over the years has occurred; industries of various types gradually began to flourish.

Early in the nineteenth century the easiest method of travelling was via the waterways. The Seneca River flowed between the northern reaches of the Seneca and Cayuga Lakes near the present-day towns of Seneca Falls and Waterloo as shown in Figure 2. In addition, the old Iroquois trail passed through this area, and as a result, tavern

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4. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.

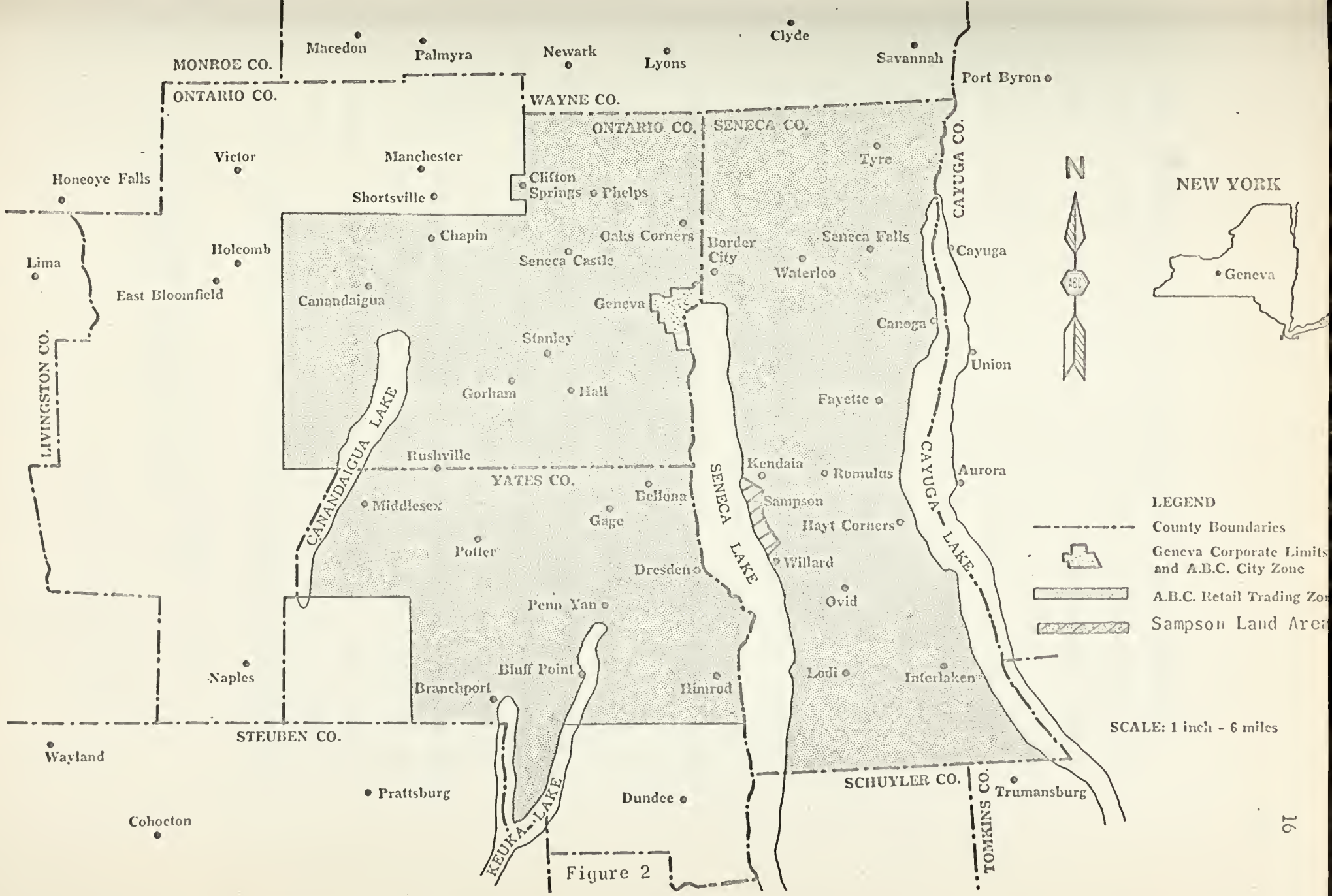

Figure 2

Geneva, New York, City and Retail Trading Zones with Sampson Located

Source: Audit Bureau of Circulation, Chicago, Illinois, December 31, 1959.

trade flourished and retail trade multiplied. Soon, industries started to tap the available water power from the Seneca River; perhaps the first were wool-carding mills. At about the same time, saw mills, flour mills, and tanneries commenced operation. In 1815, the canal locks were built for the Seneca branch of the New York State Barge Canal which connects Seneca Lake with Cayuga Lake. In 1827, a paper mill was opened, and soon thereafter a cotton mill. In 1844, the Seneca Wool Mills opened, and to this day continue in operation under a different name. In the 1830's and 40's riverside factories commenced making plows, clocks, pumps, and fire engines. In the late 1800's pullman railroad car manufacturing came to the area. Since then, industry has continued to be an important element in the economic life of the northern portion of Seneca County.[5] However, due to the agricultural nature of the rest of the County, in 1941 only 5,732 persons out of an estimated labor force of 20,940 were employed by industry covered by the New York State Unemployment Insurance Fund. Of the number employed by industry, only 2,675 were employed in manufacturing, and 2,266 in construction.[6] This relatively high number employed in construction was probably due to the construction of the Seneca Ordnance Depot in 1941; the latter employed a total of 6,000 men drawn not only from Seneca County, but also from the adjacent region.[7] If the number employed in construction

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5. 1958 City Directory, Seneca Falls, New York, pp. 4-17.
6. See Appendix H, Tables H-1 and H-2.
7. Becker, op. cit., p. 427.

were reduced to a more normal 200, the total employed in all industries in Seneca County would be about 3,500 persons or a little under seventeen percent of the work force. The New York State Employment Offices estimate of the number of people in the labor force appears to be high. If a more normal figure of forty percent of the population were used,[8] the labor force would total 10,293. This would indicate that thirty-four percent of the labor force was engaged in industry. The farming segments of the population were primarily producing apples, beans and grain, as well as dairy products. Hay was marketed by the hay dealers over an area from Montreal to New York City.

Geneva was sited in 1792 by Charles Williamson, agent of the Pultney Estate, to be the principal settlement for the Million Acre Estate. The spot selected was chosen not for the fertility of the land, but rather as a place of beauty overlooking the Seneca Lake. The site was so appropriate that it persisted. Though Geneva was not the county seat, local commercial interests thrived as many settlers used Seneca Lake, with Geneva as the northwestern terminus, as the road to the west. In 1820, the opening of the Seneca and Cayuga Canal mentioned earlier, gave further impetus to Geneva as a commercial center. It has been noted by Colonel James Bogart that:

> The whole quantity of wheat purchased in 1806 could not have exceeded 4,000 bushels . . . within the present year [1833] there have been purchased, principally for the eastern markets, 184,000 bushels of wheat, 17,000 bushels of barley, 52,000 pounds of wool, 14,000 gallons of whiskey, etc., for which there have been paid in cash more than $300,000.[9]

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8. See Appendix H, Table H-2, Percent for Seneca County, 1930.
9. Colonel James Bogart quoted in Geneva Sesqui-Centennial Celebration: Commemorating 150 Years of Progress (Geneva: Geneva Sesqui-Centennial, Inc., 1957), p. 42.

Even though commerce was initially the primary cause of the growth of Geneva, other activities soon began to influence local life. A brewery, carriage works, foundry, tile factory, brick yard, nursery, and a glass-manufacturing factory, all sprang up in the early 1800's. In addition, the Geneva Academy, established in 1813, was raised to the status of a college in April, 1822. In 1825 a permanent charter was granted and the name changed to Geneva College. In 1852, the College was renamed Hobart College. In 1905, the William Smith College for women was founded.[10]

In 1841 the first railroad connected Geneva with the county seat of Canandaigua. Soon Geneva was connected with most of the region by the consolidation of many lines into the New York Central. Further expansion was caused by the completion in 1873 of the Geneva and Ithaca Railroad. This line ultimately became part of the Lehigh Valley Line.[11]

The area continues as a commercial and industrial center up to the present day. It is difficult to determine the exact proportion of Geneva citizens employed by industry and commerce prior to the inception of Sampson, as the available data are for establishments covered by Unemployment Insurance (employing 4 or more workers) rather than for occupations of all those living in Geneva. However, the employment in industry in 1941 was over 3,500 persons, while 294 retail outlets employed over 1,615 people. The two colleges, and the public and parochial school systems had approximately 4,100 students

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10. Geneva Sesqui-Centennial Celebration, pp. 8, 31-32, 36.
11. Ibid., p. 42.

and 180 teachers during this period.[12] If the labor force is again assumed to be forty percent of the population,[13] the labor force would total 6,220. The total of the industrial, retail, and teacher employment is 5,295. The difference between these two figures, 925, probably represents the number of people working in establishments employing less than four persons or working outside the city.

The high per-family income for Geneva noted in Chapter I, may be attributed to the fact that large numbers of people from the surrounding area trade in Geneva. The trading boundary of a community is normally determined by the maximum distance in which routine daily movement to and from the center occurs. It has been shown that the circulation radius of newspapers published in a given center, in general will delineate adequately the community trading margins.[14] Figure 2, page 16, depicts the city and retail trading zones as determined by the circulation of The Geneva Times, published in Geneva. It is apparent that the land area which contributes to the economy of Geneva includes far more than the Sampson area alone. This must be remembered when discussing the effects of the Sampson complex on the city of Geneva.

Transportation

In the previous section mention has been made of the influence

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12. Geneva New York ConSurvey City Directory 1942, pp. 8-11.
13. See Appendix H, Table H-2, Percent for Ontario County, 1930.
14. Hawley, Amos H., Human Ecology (New York: The Ronald Press Company, 1950), pp. 246-53.

of the New York Central and Lehigh Valley Railroad lines. Because the main lines of these two railroads intersect at Geneva, this city is an important switch point for the transfer of goods. Also, the lines of the Lehigh Valley Railroad pass just outside the border of the Sampson complex, as shown in Figure 3. At the time of the establishment of the Naval Training Station, it was necessary to construct only a single track spur 4,000 feet long, crossing the adjacent highway at grade, to provide service for the tremendous amount of construction material required.[15] It should also be mentioned that the early settlers laid out the routes which eventually became the major highways of upstate New York within a few miles of Geneva. All of these factors led to the development of upper Seneca County and Geneva previously outlined.

Type of Government

In 1812, the inhabitants of Geneva were authorized to elect by ballot five trustees, one treasurer, one clerk, one collector, and three fire wardens. By 1898 it was determined that the city should operate under the Mayor-Council form of government and the city began to function with an elected Mayor, a President of the Common Council, twelve Aldermen, a City Treasurer, a City Judge, and three Supervisors. This system was in existence at the time of the establishment of Sampson, and remains to this day.[16]

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15. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.
16. Geneva Sesqui-Centennial Celebration, pp. 34-35.

MAP OF SENECA COUNTY NEW YORK

1961

SCALE IN MILES

JOHN H. CAREY
CO. SUPT. OF HIGHWAYS
ROMULUS, N. Y.

STATE ROAD
COUNTY ROAD
TOWN ROAD
N.Y.S THRUWAY
PRIVATE ROAD
ABANDONED ROAD

GENEVA LAKE FRONT EAST HWY CONNECTION

INDEX OF ROAD NAMES AND LOCATIONS

Seneca County is supervised by a Board of Supervisors; its first annual session was held in 1804. One supervisor is elected from each township. Meetings are usually held monthly. Committees are formed as the need arises. In 1941 there was in existence a Local Defense Committee, and during the war years a War Council was formed. At no time has there been a functioning planning committee to plan the development of the county.[17]

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17. Seneca County Clerk, The Proceedings of the Board of Supervisors, 1920 through 1960.

III. HISTORY OF NAVAL OPERATION OF SAMPSON[1]

Factors Leading to Location

The entry of the United States into the Second World War created an immediate need for a larger military establishment. To increase operating forces, all services began an intensive recruiting program. The Navy Operation Force Plan for the fiscal year commencing July 1, 1942, called for a total of 1,023, 000 men by June 30, 1943. This plan would require 559,000 new enlistments during this period. The training station capacity was for a total of 72,000 billets, and further enlargement of the existing facilities was deemed impractical. It was recommended by the Bureau of Navigation of the U. S. Navy that four new stations be established, each capable of accommodating 20,000 men. It was proposed on March 4, 1942, that two be located on the West Coast, one in the East, and one in the central or southern part of the country. This proposal also recommended that, ". . . the new stations be located far enough away from other naval activities to avoid further congestion, placed far enough inland to minimize danger from possible enemy bombing, and built in areas where climatic conditions would permit outdoor training throughout a large part of the year."[2] It was also proposed that the site should have a large area of reasonably level, cleared, and well-drained land;

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1. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C., and Technical Report and Project History, Contract NOy-5587, NTS Sampson, N.Y.

2. Jacobs, Randall, Chief, Bureau of Navigation, Navy Department, memorandum to the Secretary of the Navy, March 4, 1942.

it should be close to a body of water large enough to accommodate a sizable fleet of small craft, be close to a city that could serve as a liberty port, and have relatively good transportation facilities, both railroad and highway, have a healthful climate, and have water, electrical, and sewage facilities available. Ultimately, consideration had to be given to the availability of a labor force and construction materials. In addition, the construction of the bases was not to impede the completion of other war construction programs.[3] Eventually, it was decided to build only three stations, and to increase the capacity of two of the three, including Sampson, to 30,000 men.

Among the many East Coast sites considered were, the Finger Lakes region in upstate New York, western North Carolina, South Carolina, and three areas in Georgia.[4] The site of Sampson in the Finger Lakes region apparently was suggested by President Roosevelt, who had spent a few summers in the vicinity.[5] In addition, in June of 1941, the 12,000 acre site for the Seneca Ordnance Depot, in the same area, had been selected out of forty-one sites inspected.[6] This

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3. U. S. Navy Department, Bureau of Yards and Docks, Building the Navy's Bases in World War II, pp. 266-68.
4. See Appendix C.
5. Putnam, Richard H., Associate Land Negotiator for the Bureau of Yards and Docks at Sampson, personal letter, March 28, 1962; and Forrestal, James S., Secretary of the Navy, Memorandum for the President, March 24, 1942.
6. Becker, op. cit., p. 426.

provided the planners with current information concerning the local conditions they could expect to encounter in the construction and operations of the facility. After all the sites had been considered, the present site of Sampson on Seneca Lake appeared to be the most feasible, and was tentatively approved in early April, 1942. On April 11, 1942, approval of the site selection from the standpoint of defense transportation was requested by the Bureau of Yards and Docks. Approval was given on April 16, 1942.

At this point, the Navy conducted a thorough review of the labor availability for the area. In a memorandum dated May 5, 1942, a recommendation was made that, ". . . construction in the Finger Lake area should be held in abeyance until mid-July . . . [since] to secure adequate labor for the project it will be necessary to pull men off jobs in Buffalo and Niagara Falls."[7] However, on May 6, 1942, it was recommended to the Chief of the Bureau of Yards and Docks that:

> The only disadvantage to the Finger Lakes Area in New York are, it is remote from southeastern ports of embarkation and that construction labor may not be available in adequate quantity. The evidence as to the latter is not conclusive and in view of the fact that this area is not too remote from one of the largest labor centers in the country, it is believed should not be given too much weight. A delay in construction from this factor may well be no greater than the delay already caused by lack of approval of a site. It is recommended that the Finger Lakes Area be approved as a naval training camp and that construction be started as soon as practical.[8]

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7. J. H. Etter, Jr., Memorandum to Captain Trexel, May 5, 1942.
8. C. A. Trexel, Memorandum to the Chief, May 6, 1942.

Figure 4: Original Site of the Sampson Complex on June 8, 1942.
(future boundries marked)

Finally, on May 14, 1942, President Roosevelt approved the site of Sampson, and on May 17, 1942, officially announced the selection of the new Naval Training Center. On that date the future Officer in Charge of Construction, Captain John C. Gebbard, CEC, USN, was summoned to Washington, D.C. On the following day, a verbal request was made to the Department of Agriculture for aerial photographic maps of the area. On April 21, 1942, the Fish and Wildlife Service was requested to make an appraisal report. Both of these requests were later confirmed in writing. No formal ground survey of the land to be considered was made until the land acquisition was well underway.

Land Acquisition

On May 24, 1942, affidavits were executed by certain of the owners granting the right of immediate entry to the Government. This permitted the Navy to commence work on critical construction areas immediately. Normally, residents were granted thirty days in which to vacate the buildings. Pursuant to the authority of the Second War Powers Act, the actual condemnation proceedings to acquire the property were instituted by the Judge Advocate General on June 5, 1942, to acquire fee simple title to the land. In addition, a request was made for an Order of Immediate Possession to be issued to permit the land to be obtained immediately, and the buildings to be occupied thirty days thereafter. By this time, the Fish and Wildlife Service had estimated the property value to be $461,500.

This estimate was very close to the final amount paid. In the meantime, field work had started on June 1, 1942, long before the filing of the actual Declaration of Taking in Condemnation proceedings. The fee simple title was not acquired until November 4, 1942. The final appraised value of the land was $450,773.[9] The actual final cost of the acquisition of the land and the improvements thereon was $486,107.73. The difference in the two figures was primarily caused by the approximately ten percent of the property owners who went to court, as will be brought out later. The final settlement of the property acquisitions was accomplished in a unique manner. The U. S. Attorney had all abstracts brought up to date and advised the owners that Mr. Richard H. Putnam, the Associate Land Negotiator, would be available at a definite time during the day to work out a satisfactory settlement for their holdings. If agreement was reached, the owners could then go down the hall to the U. S. Attorney who would immediately issue them a check for payment in full on the signing of the appropriate papers.[10]

As might be expected, the initial local reaction was one of confusion caused primarily by the speed with which the operation proceeded. On May 25, 1942, only eight days after the announcement that the base was going to be established, Mr. Fred Kessler, the negotiator on the site had secured immediate possession of 400 acres. By nightfall of that day he had acquired an additional 600 acres. When asked what the attitude of the people was, Mr. Kessler stated,

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9. See Appendix D.
10. Putnam, op. cit.

"Very good. They are taking the position that we have a war to win and the Navy is going to take their property. I haven't been turned down by anyone in giving immediate possession." The people were, however, very confused by the land acquisition proceedings, but once the actual transfer of the deeds commenced, much of the worry disappeared. The first day that the actual transfers were held, twenty-four cases were settled.[11] Throughout the life of Sampson, however, the thought has persisted that perhaps the original owners might be able to re-purchase their lands. This was manifested by numerous inquiries at the time of acquisition and has cropped up intermittently ever since.

Perhaps one of the reasons for the relatively mild local reaction was the cooperation of the government personnel on the site. In one case, it was necessary to have the occupant of a home vacate a parcel of land immediately. At eight in the morning the family to be moved was notified. The government located a place that could be rented six miles distant. Then, the new home was cleaned by the government, and the family moved in before nightfall. The thoughtfulness of the Navy in this and similar cases created a friendly atmosphere.[12] In addition, when it was discovered that the government did not need five tracts, or sixty-two acres, at the southern boundary of the facility, not only was this land removed from the condemnation, but the owners were adequately reimbursed for damages to their property. Also,

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11. Ibid.
12. Ibid.

owners were permitted to remove some of the improvements on their property. During the war these items could not have been repurchased at any cost. There were, of course, the usual number of complaints from people who attempted to raise the price of their property by pointing out that replacement sites or material were not available, but the general atmosphere was relatively friendly.

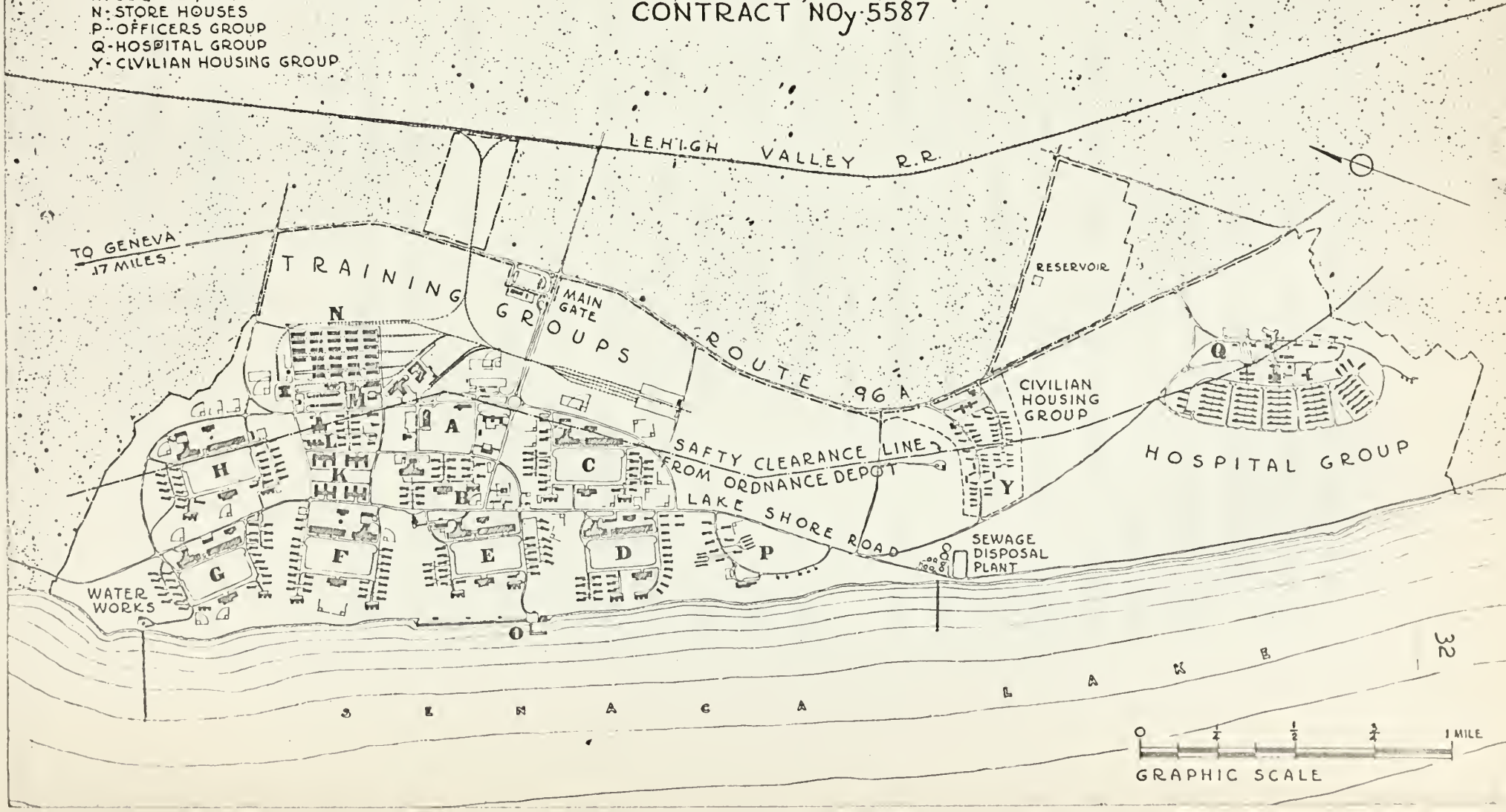
This was an established area consisting of farms and summer cottages, and no land speculators bought property in order to realize a profit upon the Government acquisition. The speed of the acquisition apparently was sufficient to reduce the local effects of rumors to the extent that very little recorded data can be located. Actually, there was little room for speculation as the land values assigned by the Government team of three appraisers were based on records of sales over the previous few years, and in 85 out of the 96 cases these values were accepted.

The remainder of the settlements were generally in line with the assessed valuations with only a few notable exceptions. A 146.7 acre tract owned by John Sutton had been assessed at $7,248 and was settled for $11,365 on January 14, 1947, a little under five years after the loss of the property. The deficiency payment plus the accrued interest totaled $5,317.42. The State of New York operated the Willard State Hospital Farm of 198.8 acres which had a high government estimate of $16,860. The verdict rendered on September 27, 1948 was for $19,471. One of the major problems in the hearing on this case was the difficulty of estimating the value of buildings long since torn down.

Figure 5

SITE PLAN
U.S. NAVAL TRAINING STATION
SAMPSON N.Y.
CONTRACT NOy 5587

A - ADMINISTRATION GROUP
B - STATION PERSONNEL GROUP
C.D.E.F.G & H - TRAINING GROUPS
K - SCHOOLS
L - OUTGOING GROUP
M - SERVICE & MAINTAINENCE GROUP
N - STORE HOUSES
P - OFFICERS GROUP
Q - HOSPITAL GROUP
Y - CIVILIAN HOUSING GROUP

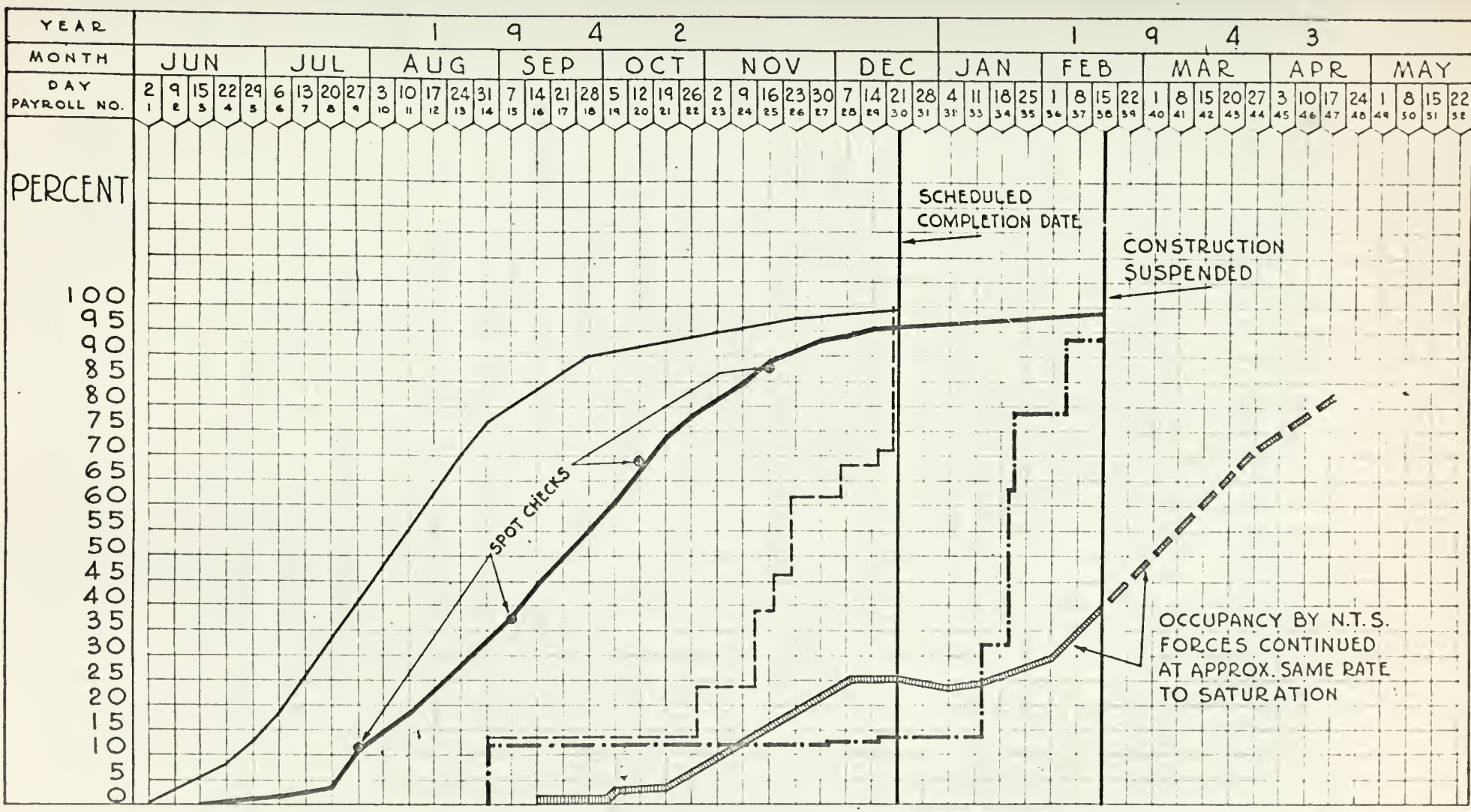


In addition to these cases which appeared at the time of the original acquisition, there were some later cases which had not been envisioned. The New York State Electric and Gas Company put in a claim on October 19, 1943 for 5.19 miles of rural distribution electric lines which had been contained within the property boundaries. Their claim for $1,668.05 was settled on April 6, 1944, for $1,000. The same day as this settlement was made, the Ovid Telephone Company filed a claim for $759.55 alleging that the government had not permitted them to enter the property during the construction to salvage their lines. The government questioned this allegation as the company had managed to remove all their instruments from the homes without any trouble during the construction period. The company then offered to accept $200 on December 13, 1944, and the Bureau of Yards and Docks agreed to settle for this amount on May 14, 1945. On July 10, 1945, George L. Grobe, United States Attorney wrote a letter to the Attorney General setting forth the claims of Seneca County. This basically concerned the problems of the lack of just compensation for certain parcels of land which consisted entirely of roads and highways within the perimeter of the Station. Initially, one dollar had been deposited for this land. On November 30, 1948, a judgement was rendered awarding just compensation of $7,589.35. The difference of $7,588.35 was paid on January 5, 1949.

Construction Period

Concomitant with the acquisition of land, action was initiated

to construct the Naval facility. On May 23, 1942, only six days after the announcement of the site selection, the letter of intent was sent to the construction combine of the John A. Johnson Contracting Corporation and the Mount Vernon Contracting Corporation of New York City. The actual Fixed Fee Contract was not signed until October 17, 1942. By this time, much work had been accomplished. Eight days after the sending of the letter of intent, field work commenced. The preliminary plans were issued progressively from June 22 to December 1, 1942. The first unit was usable on September 15, 1942, with the balance progressively completed until February 15, 1943, as shown in Figure 6. In Figure 6, "Usable Occupancy" represents the percent ready for use with the exception of certain alterations of portions of the warm air heating systems in the barracks, while "Acceptable Occupancy" represents the percent completely acceptable to the Commandant of the Naval Training Station. The final close-out of the contract occurred on September 1, 1943. The elapsed contract time for construction work was therefore 270 days, with 467 days until the close-out date. During this period, 498 training and administration buildings, service systems, railroad trackage, ground work, and additional civilian housing facilities consisting of dormitories for 150 men and 100 women, 300 one, two, and three-bedroom family units, a civilian cafeteria, and a fire house and utility building were constructed. The final cost of the work performed for the training facility amounted to $50,782, 516 and for the housing project $1,381, 984. In addition, the architect-engineer was paid $206,000.00.



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LEGEND

- SCHEDULED PROGRESS
- ACTUAL PROGRESS
- USABLE OCCUPANCY
- ACCEPTABLE OCCUPANCY
- OCCUPANCY BY N.T.S. FORCES

PROGRESS & OCCUPANCY CHART

SCHEDULED vs. ACTUAL vs. OCCUPANCY

SURVEY OF C.P.F.F. CONTRACT NO. 5587
NAVAL TRAINING STATION, SAMPSON N.Y.

TUTTLE SEELYE PLACE & RAYMOND
CONSULTING ENGINEERS & ARCHITECTS
101 PARK AVENUE NEW YORK NY

Figure 6

The emphasis throughout the execution of the contract was on speed. Admiral Moreel, the Chief of the Bureau of Yards and Docks, stated,

> I want to emphasize the fact that I expect you [Cdr. Gebhard] to place speed of accomplishment at the top of your priority list. Time is the irreplaceable commodity of the many with which we are dealing . . . .
>
> I want you to make your decisions quickly, and in the interest of speed of accomplishment . . . I assume full responsibility for the things that may go wrong . . . I assume responsibility for your mistakes, in full confidence that they will be honest mistakes made in the interest of a great objective.[13]

As can be realized by comparing Figures 4 and 7, taken a little under four months apart, speed was accomplished.

In addition to the emphasis on speed, emphasis was placed on reducing to a minimum the amount of critical materials used on the project. The architect-engineer, Shreve, Lamb, and Harmon, was especially vigilant in reducing to a minimum the amount of critical materials necessary for the job. An example of this was the two-million gallon unreinforced concrete reservoir with inverted grouted arch-roof supported on unreinforced concrete piers and enclosed by unreinforced concrete walls buttressed against lateral pressure by densely compacted and puddled embankment. To build such a structure without the use of steel is indeed unusual. Substantially all concrete work was designed to eliminate the use of reinforcing steel. A substantial saving of steel was also effected when two layers of opposed diagonal sheathing over selected sections of the drill hall ceilings were substituted for the

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13. See Appendix E.

Figure 7: Sampson on September 29, 1942 (boundries marked)

one-inch steel cross bracing rods between the arches. In addition, plastic was substituted wherever possible for metal lighting fixtures, special moldings, and pipe nipples.

The purpose of selecting the combination of the construction corporations was to secure in the Johnson Corporation experts in frame construction who had a very wide experience, and to secure in the Mount Vernon Contracting Corporation supervision and control of as well as equipment for the utilities and other heavy construction. These two firms, as leaders in their fields, were responsible for providing adequate and proper business management, including advice on available materials, economies, and practicability, based on a consideration of the general construction field, the time of year, and local conditions.

The contractor realized early in the construction period that the heavy wood beams used for framing were not available in the quantities required from the then current lumber market. This resulted in a revision of the design to substitute two-inch laminated stock and pitched roofs in place of the original flat roofs so as to permit the use of lighter members for roof construction.

Early estimates for concrete and cinder blocks indicated a requirement for a minimum of 2,500,000 units. Initially, purchases were made from local plants within reasonable trucking distance, but it was soon realized that the available supply would fall far short of the needs. Investigations indicated that the excessive cost of multiple handling precluded the delivery of block by rail. Two plants to produce block were therefore set up on the site. Unfortunately, these plants were

not able to meet the demands from the field, and purchases continued to be made outside the site until the end of the construction period. There were also many other items procured locally. The soil at Sampson contains a high percentage of clay as previously noted, making it necessary to bring in top dressing, humus, and sod from a farm twenty-two miles away. In the case of the six parade grounds, each twelve acres in area, the sod cover used in place of macadam effected a saving in material. From time to time throughout the construction a truck was dispatched to local sources to procure items needed immediately. There was no time available for lengthy requisitioning procedures; speed was all important.

To construct this massive facility required many construction workers. The Geneva Times has described the number of workers and the rate of buildup in employment as follows:

> On June 3rd, just a week after the staff arrived at Geneva, 150 men were on the job. Just a month later, this number had risen to 3,800 and two weeks later, July 21st, there were 6,000 on the payroll. August 12th showed a total of 11,000 after the contractors had found it necessary to advertise widely for more workers, and September 1st showed a peak of 15,500.[14]

Following this date, a new peak was reached of 17,835 employees. Some 15,000 were the Prime Contractor's men, and the balance those of the sub-contractor. A total of 46,000 people were brought in during the life of the contract. The high turnover, nearly three to one, can be attributed to the large percentage of incompetents hired and dismissed,

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14. "Huge Amount of Material Used in Building the New Naval Station at Geneva," The Geneva Times, September 20, 1942. Also see Appendix H, Table H-1.

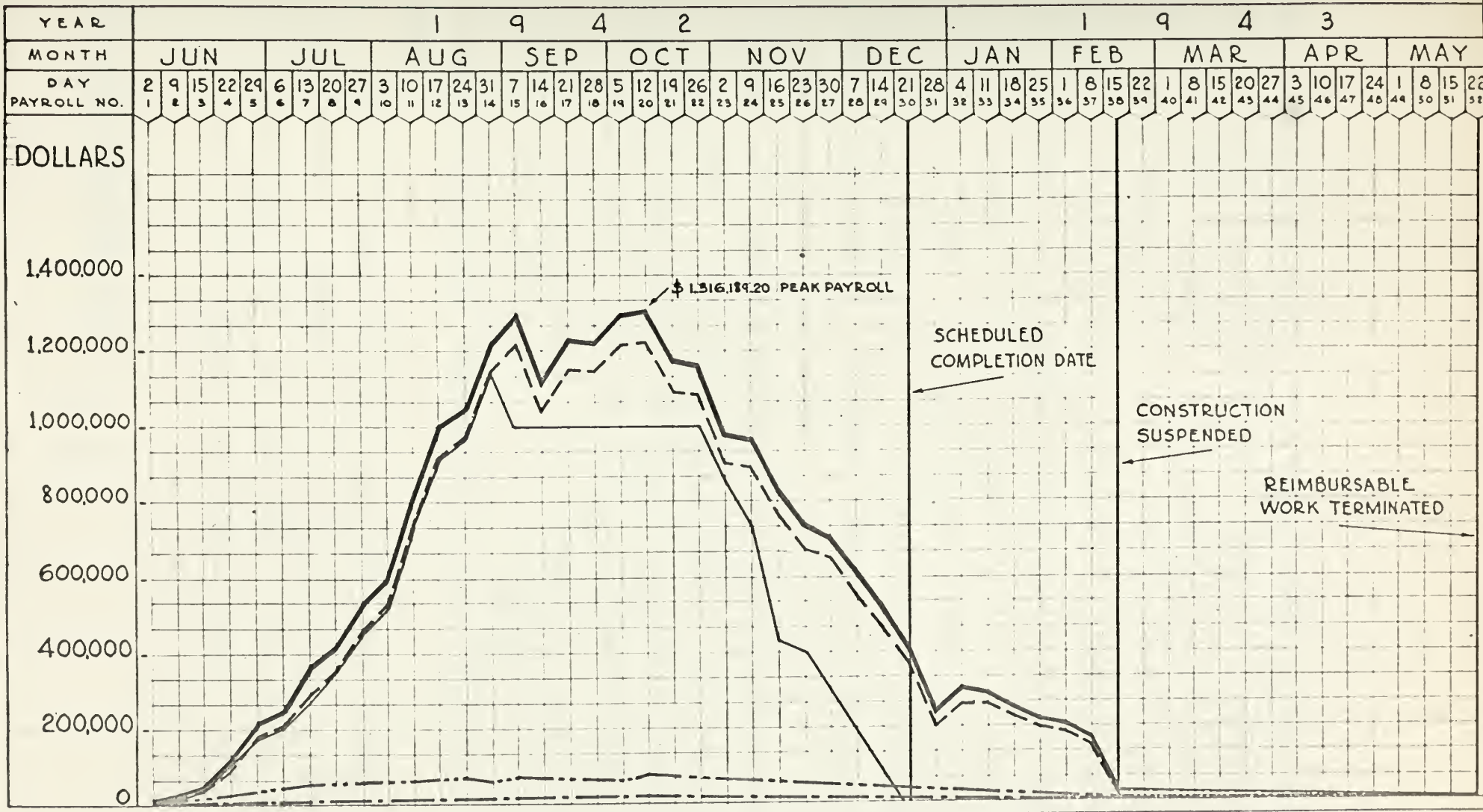
and to the number who gave up the struggle imposed by housing and transportation difficulties.

It was realized that, as already noted, the several other war projects in the vicinity would cause labor problems. As a result, paid advertising was resorted to in New York, Pennsylvania, Ohio and New Jersey, to attract labor. The only inducement offered was long hours with a high percentage of overtime. The origin of the labor force was as follows:

	Per Cent
Surrounding Towns and Villages	10
New York City Metropolitan Area	35
New York State (other than above)	15
New Jersey	20
Pennsylvania	10
Connecticut	5
Other	5

The quality of labor was low in many jobs, and seriously affected the construction. Nearly one-half the employees were under twenty or over forty-five years old. The younger ones were unskilled and inexperienced, and therefore required much training before they could be effective. In addition, the work week of seven ten-hour days for a total of seventy hours per week combined with the long trip to and from work caused a high rate of absenteeism.

To house and feed this great number of workers as well as to transport them daily to and from the job site required a great deal of organization. The local residents cooperated fully. Headquarters for the planning of construction were first established in the Seneca Hotel in Geneva, which during the initial period of construction was described



LEGEND

- SCHEDULED TOTAL PAYROLL
- TOTAL ACTUAL PAYROLL
- CONTRACTORS ADMINISTRATIVE PAYROLL
- NAVY PERSONNEL PAYROLL
- CONTRACTORS PRODUCTIVE PAYROLL

WEEKLY PAYROLL CHART

BASED ON TOTAL WEEKLY PAYROLLS PLUS SUPPLEMENTS

SURVEY OF C.P.F.F. CONTRACT NO. 5587
NAVAL TRAINING STATION, SAMPSON N.Y.

TUTTLE SEELYE PLACE & RAYMOND
CONSULTING ENGINEERS & ARCHITECTS
101 PARK AVENUE NEW YORK N.Y.

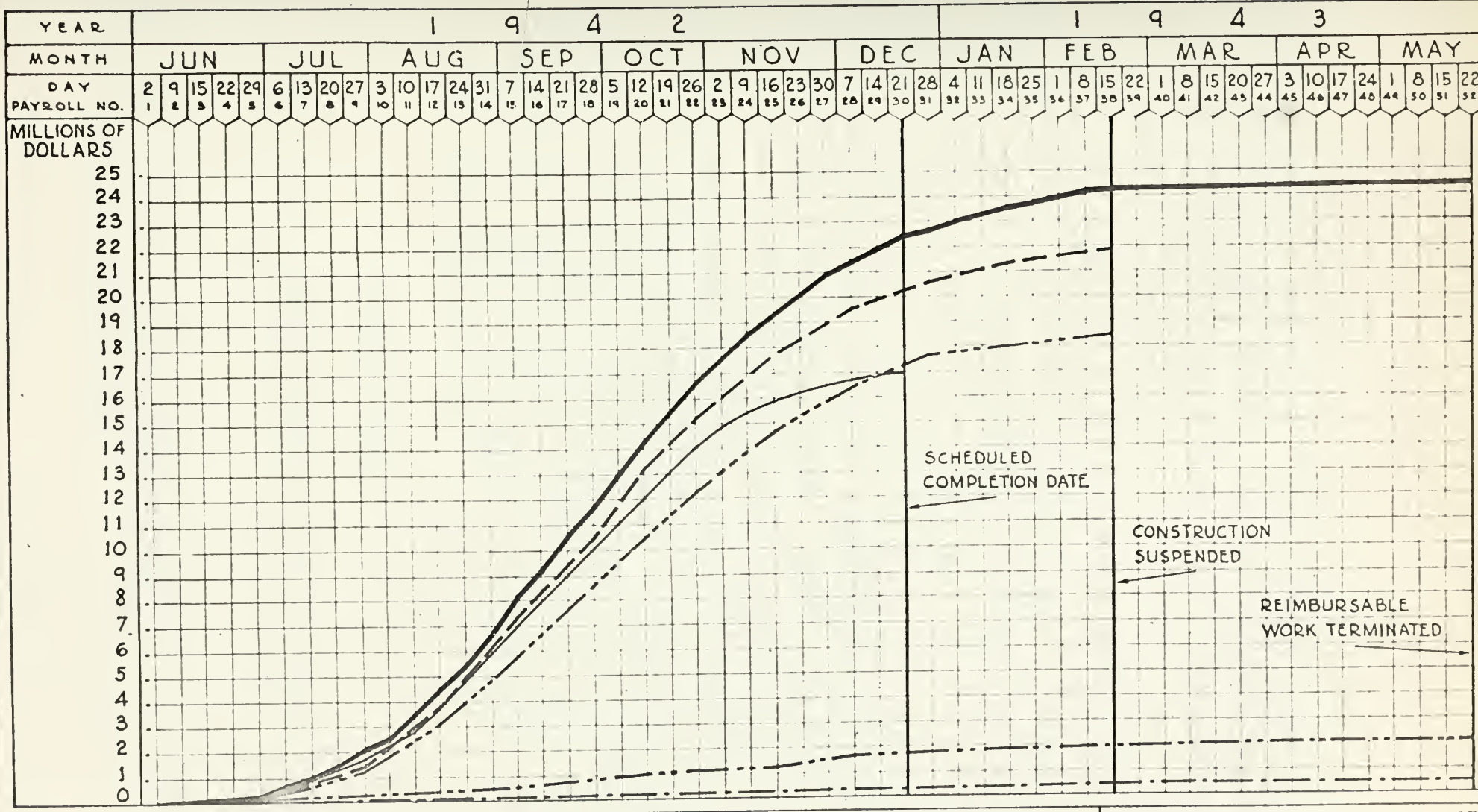
Figure 8

as a "glorified Naval camp."[15] The day that Commander Gebhard arrived, he held a meeting at the Geneva Chamber of Commerce with representatives of all the nearby communities. At this meeting, plans were made to house the workers, to transport them to and from the construction site, and to prepare for the future arrival of the recruits. Initially the situation was so acute that, "A few nights when laborers were arriving in large numbers from distant points, it was necessary to place cots in a Geneva court room, and lodgers in the jail were not infrequent, but the situation was always under control."[16] As the result of an active campaign conducted by the contractor, every spare bedroom in all the towns and settlements for miles around was put to use. In addition, some trailer camps were established, and even remote farm houses attracted tenants.

The problem of transportation was also great. Private automobiles and subsidized buses and trucks were brought into action. Although hampered by the scarcity of tires and gasoline throughout the construction period, the contractors operated a total of sixty-seven buses to transport the workers. The number of cars which entered and departed the site daily exceeded 2,500. Many travelled as far as fifty miles for housing.

Despite the inconveniences, the wages paid to these construction workers did help to compensate for any hardships in connection with housing and transportation. The weekly payroll for the civilian laborers was over one million dollars as indicated on Figure 8. The cumulative payroll for all personnel exceeded twenty-four million dollars

15. Becker, op. cit., p. 431.
16. "Huge Amount of Material," op. cit.



E3

LEGEND

- SCHEDULED TOTAL PAYROLL
- ACTUAL CUMULATIVE PAYROLL
- CONTRACTORS ADMINISTRATIVE PAYROLL
- NAVY PERSONNEL PAYROLL
- CONTRACTORS PRODUCTIVE PAYROLL
- COMPUTED STRAIGHT TIME PRODUCTIVE PAYROLL

CUMULATIVE PAYROLL CHART

BASED ON TOTAL WEEKLY PAYROLLS PLUS SUPPLEMENTS

SURVEY OF C.P.F.F. CONTRACT NO. 5587
NAVAL TRAINING STATION, SAMPSON N.Y.

TUTTLE SEELYE PLACE & RAYMOND
CONSULTING ENGINEERS & ARCHITECTS
101 PARK AVENUE NEW YORK NY

Figure 9

as shown on Figure 9. Records of the Bureau of Yards and Docks show that the average percentage of bonus overtime pay included in the weekly payroll was approximately twenty-one percent. Much of this money went directly into the local economy.

Apart from the huge payroll and the increased demand for housing, there appears to have been little effect on the region. The workers themselves were either very well behaved or too exhausted to get into too much trouble. In the 1942 Seneca County Proceedings the District Attorney reported, "The year appears to have been a normal one despite the fact that we had a large increase in population due to the construction of the Naval base at Sampson, New York. However, very little crime arose in Seneca County as a result of this although a number of fatal accidents did occur because of the heavy traffic."[17] In addition, R. W. Morris, the Chief of Police of Geneva stated, "We naturally made special preparations when we heard so large a group would be here for several months, but it's surprising how little difficulty we have had. It's certainly far less than one could expect and our police records show very slight change from a year ago."[18]

Operations Period

During the week beginning September 1, 1942, the initial group of station personnel began to arrive at the future U. S. Naval Training Sta-

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17. Seneca County Clerk, The Proceedings of the Board of Supervisors 1942 (Waterloo: Waterloo Observer, 1943), p. 275.
18. Public Relations Office, Commandant Third Naval District, Press Release 091242-1, September 16, 1942.

tion. On October 17, 1942, the Station was commissioned and the first recruits arrived three days later on October 20, 1942. At the commissioning ceremony, Captain H. A. Badt, the Commandant of the new facility stated, "These young men will be here for one purpose - training. Because of the extensive recreational facilities on the site and the problem of transportation to and from Geneva trainees will have little time away on limited Navy leaves."[19] This policy of keeping the recruits so busy that few could leave the station even for a few hours during the eight-week training program persisted throughout the Navy use of Sampson. This may partially account for the lack of major problems in community relations.

Table 1

Naval Training Station Population, 1942-1943

	11/1/42	2/1/43	7/22/43	10/1/43	Planned Capacity
Recruits	3,808	9,000	22,731	25,016	30,000 (*)
Schools	6,323	6,323	2,736	4,972	5,000
Ship's Company	2,536	2,536	3,275	4,920	4,500
Outgoing Unit	-	-	2,728	2,728	- (*)
TOTAL	12,667	17,859	31,470	37,636	39,500

(*) Outgoing Unit included under Recruits

As can be seen from a study of Table 1, the population of the Training Station built up rapidly. In addition to the groups shown on this table, the U. S. Naval Hospital, built as part of the Sampson complex, but administered as a separate unit, had beds for 1,500 pa-

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19. "Navy to Commission Station at Sampson Saturday, 250 Trainees Due Tuesday," The Geneva Times, n.d.

tients, and a staff of surgeons, doctors, and dentists, totalling 150 men.[20] Also the 2,500 Civil Service workers, 600 workers in the service trades, and fifty telephone operators comprised a total of 3,150 non-military workers employed at Sampson.[21] The grand total was therefore planned for 44,300 people.

This approximate number of people remained essentially unchanged until the end of the Second World War. On August 24, 1945, the facility changed in its mission of training recruits to the performance of separation duties. From that time until the disestablishment of the center on July 1, 1946, the population steadily declined. The only exception was the Naval Hospital which was designated as the tuberculosis center for the Navy east of the Mississippi, in March of 1954, and reached its greatest expansion in the fall of 1945 with 3,500 patients. Later this hospital was decommissioned with the rest of the Center.[22]

Obviously, the payroll of so large a group of employees was tremendous. Unfortunately, no total figure is available, but it can be assumed that a great deal of the funds paid to the civilian workers and Ship's Company (the permanent personnel of the base) entered the local economy. The operating expenses of the Center also fed a large amount of money into the surrounding area. The daily board bill at Sampson

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20. Shaplen, Robert, "Sampson's 1,500-Bed Hospital Equal to World's Best Clinics," The New York Herald Tribune, May 15, 1943.
21. Luzker, Samuel G., New York State Executive Department, Division of Housing and Community Renewal, personal letter dated March 28, 1962.
22. "History of Sampson," op. cit.

was estimated to be approximately $21,000, of which perhaps fifty percent would have been spent at the Navy Supply Depot for staples, and the remainder in central and western New York State. In addition, other supplies bought to compensate for unanticipated shortages were procured locally, adding several thousand dollars a week to the local area.[23] The New York State Gas and Electric Company had a sixty-million dollar a year electric contract with Sampson. This power was supplied to the facility via three five-mile stretches of submarine cable from the Dresden Power Plant across the Seneca Lake. Also, a privately-owned bus company and the Greyhound Lines provided hourly bus service to the Naval Training Station.[24] In 1944, the peak year, 1,133,201 bus miles were travelled by 1,091,774 passengers going into Sampson.[25] During one month's time, in 1944, the Railroad Ticket Office sales totalled $1,796,676, with an average of nine trains a day in and out of Sampson.[26] The operation of these transportation facilities fed additional funds into the local economy, as well as providing employment for an average of a little over one hundred persons during the operation of Sampson.[27]

Despite war-time rationing of gasoline, the constant flow of traffic on the roads leading to Sampson, soon made it imperative to

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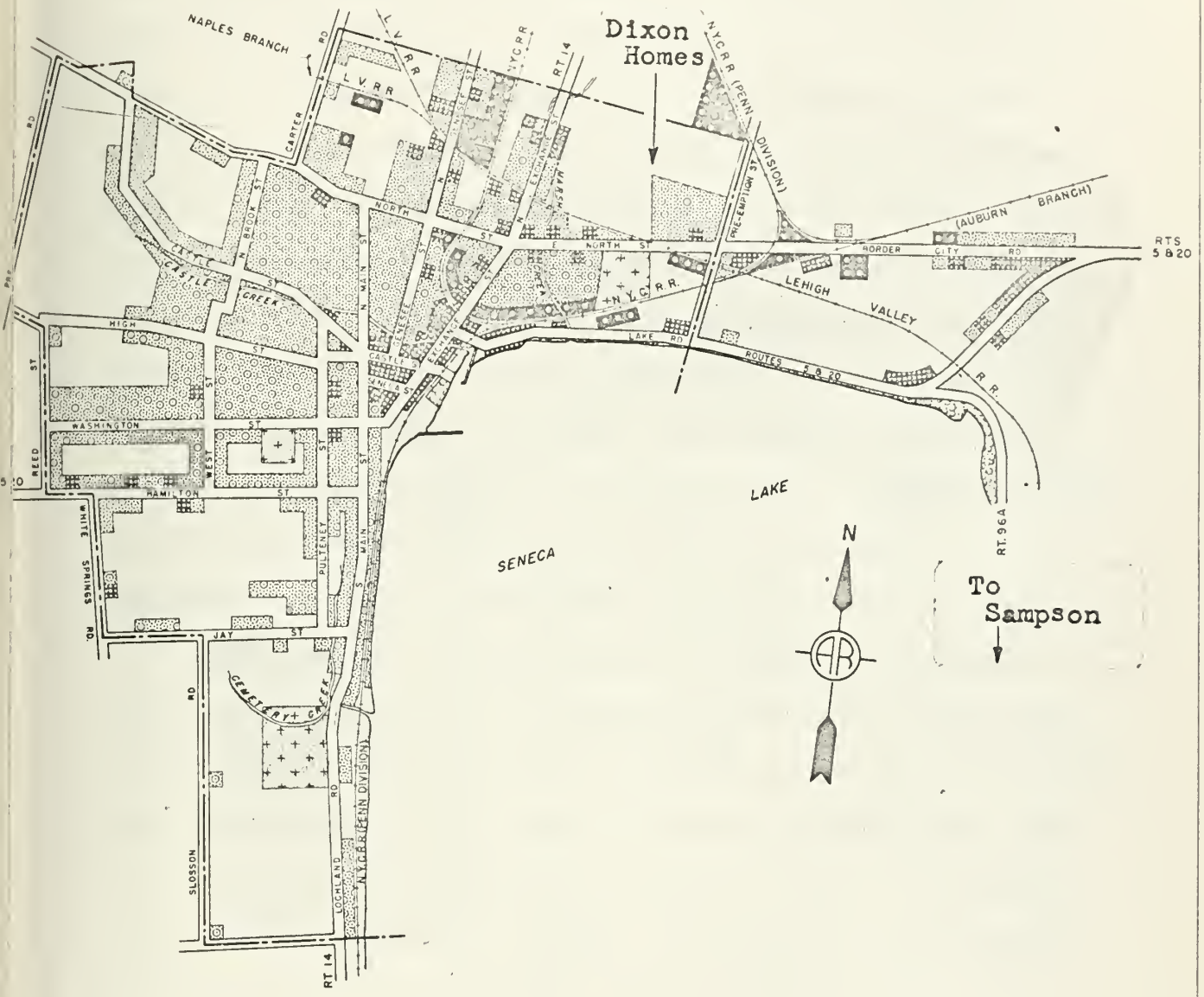
23. "Extensive Health and Food Facilities of New Naval Station Outlined," The Geneva Times, September 21, 1942.
24. Mullin-Kille Company (Publishers), The Mullin-Kille and Humphrey Geneva New York ConSurvey City Directory, 1946 (W. F. Humphrey Press, Inc., 1946), p. 11.
25. See Appendix K, Table K-2.
26. See Appendix K, Table K-1.
27. See Appendix H, Table H-1.

repair these roads. However, because of government restrictions on the use of all road materials, there was little that the local governments could do. As a result, a number of projects for road construction or repairs were certified as necessary to the war effort. The first was certified by the Navy on August 19, 1943, and provided for the construction of shoulders, slopes, and the extension of culverts on approximately fifteen miles of State Route 96-A, shown on Figure 3, from Willard [D-19] northerly to a junction [B-8] with Route 5 East of Geneva. Federal funds in the amount of $83,250 were provided for this work. The next project was certified in August, 1944, and provided for the re-surfacing of about 4.3 miles of Seneca Main Road (Seneca Lake Shore Road) [B-15] from the Naval Reservation northerly to the County [B-12]. This project was Federally financed in the amount of $67,500. Both of these projects were supervised by the State Highway Department. Unfortunately, the previously mentioned practice of hiring unskilled workmen and paying them journeymen wages during the construction of Sampson had driven the wage scales upward. These high wages for relatively unskilled workers had persisted, causing road work of this nature to be more expensive than usual.

At the time of the construction of the facility, the National Housing Authority conducted a survey on housing in the territory surrounding the Station. As a result of this survey the civilian housing project noted on page 33 was authorized in August of 1942. In addition, twenty existing houses on the Training Station were rehabilitated for use by ship's company; however, the majority of the married permenant station personnel had to find other quarters. A temporary Government



LEGEND

- INDUSTRIAL
- COMMERCIAL
- RESIDENTAL
- PARKS
- CEMETERY
- VACANT OR FARM LAND

Figure 10

LAND USE
CITY OF GENEVA

STATE OF NEW YORK
DEPARTMENT OF PUBLIC WORKS

GENEVA URBAN AREA REPORT

0 1000 2000
SCALE IN FEET

1948

Housing project of 250 homes, the Dixon homes, was constructed on the side of Geneva towards the Naval Station, as indicated in Figure 5.[28] These houses were built for a ten-year life in early 1943, and are now slums. During the later war years, this housing project provided accommodations for 172 families and also housed 175 prisoners of war in a separate area.[29] The wartime restrictions on building materials precluded any other major building program to provide housing for the service personnel. The funds spent for building and construction in Geneva in 1942 amounted to only $11,000 compared to an expenditure of $88,450 in 1941 and $147,400 in 1940.[30] As a result of the housing shortage, many people modified their homes in order to provide an apartment for rent. These soon paid for themselves. The effects of this program have persisted. In the period from 1940 to 1950, there was a statistical increase of 704 dwelling units in Geneva. During this period of time, the number of one-family units decreased by 112, while the multi-family dwellings increased by 816.[31] Geneva has a low percent of the total developed area occupied by single-family dwellings, while it is considerably above the average percent, in cities of comparable size, in two-or-more family dwellings. The cause for this situation has been attributed to the presence of the two Geneva Colleges, the

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28. Mullin-Kille Company (Publishers), The Mullin-Kille and Humphrey Geneva New York ConSurvey City Directory, 1943 (W. F. Humphrey Press, Inc., 1943), p. 12.
29. Mullin-Kille Company (Publishers), ConSurvey, 1946, p. 12.
30. Mullin-Kille Company (Publishers), Consurvey, 1943, p. 15.
31. See Appendix I, Table I-1.

Seneca Ordnance Depot, and the Sampson complex both during construction and later during the period of intense training activity.[32]

Community Relations

To provide recreational and social relaxation for the men, a United Service Organization Service Men's Center was opened in Geneva.[33] The town of Waterloo entertained fifty sailors from the outgoing units at weekly dances until September of 1945. At times these dances were held twice weekly.[34] As noted earlier, however, the trainees were not normally permitted enough free time to engage in many social activities.

Closing

The end of the Second World War and the resultant decrease in the need for a large training capacity for the United States Navy caused a critical review of all the training facilities. It was then determined that the Navy no longer needed Sampson. This decision was based partially on the fact that Sampson occupied an isolated location, and partially on the high incidence of respiratory ailments developing on the Center during the winter months. On July 1, 1946, the Center was disestablished, and the following day Sampson was turned over to the War Assets Administration.

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32. Walkley, op. cit., p. 7.
33. Mullin-Kille Company (Publishers), ConSurvey, 1943, p. 12.
34. Becker, op. cit., p. 433.

IV. BETWEEN THE WARS[1]

Sampson College

After World War II, the great number of returning veterans who wished to attend college under government sponsorship compelled the Associated Colleges for Upper New York State to search for additional facilities. In October, 1946, Governor Dewey of New York State dedicated Sampson College. It was located on part of the site of the naval facility under a revocable permit. This junior college was one of three emergency centers established by New York State under the education expansion program.[2]

The junior college opened for the fall term in 1946 with 2,708 students registered for a two-year program of study in business administration, liberal arts, and pre-engineering. The peak student body numbered 5,940 students. The students lived in the barracks and other dwelling units which originally housed the military complement of Sampson. There were 5,580 dormitory billets and 670 dwelling units available to the students. Normally, single students were housed in the dormitories, two or four to a room, with rents ranging from $8 to

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1. Information for this Chapter was very limited. The majority of the persons interviewed either were not living in the area during this period, or did not seem to remember any extensive activity at Sampson. As a result, most of the information available was located in secondary sources such as newspaper files with the exception of the records of the Bureau of Yards and Docks and of the U.S. Congress, House Committee on Appropriations which touched upon maintenance costs.

2. "History of Sampson," op. cit.

$15 per month. The married students were housed in the combination bedroom-living room apartments originally built as civilian housing. These apartments had private baths and complete kitchen units. They were rented for $29 to $35 per month including the cost of heat and utilities. Two-room apartments were avilable for couples with a child.[3]

By 1949, however, the overcrowding in the Associated Colleges of New York State system had abated. On February 14, 1949, the Supervisors of Seneca County resolved that, "We seriously urge that Sampson College be retained as such. The cultural and other advantages pertaining to a college have been felt and appreciated by Seneca County."[4] Despite this plea, Sampson college was closed in June 1949.[5]

Sampson Hospital

Concomitant with the establishment of the Sampson College, the Veteran's Administration took over the 466 acre hospital valued at almost five million dollars. However, this venture lasted only a short time. Officially established on December 15, 1946, the facility was transferred to the War Assets Administration as surplus on September 1, 1947. During the operation at least 250 families of hospital employees occupied the adjacent low-cost housing.[6] In December,

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3. Luzker, op. cit.
4. Seneca County Clerk, The Proceedings of the Board of Supervisors, 1949 (Waterloo: Waterloo Observer, 1949), p. 38.
5. Luzker, op. cit.
6. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.

1947, the New York State Department of Mental Hygiene took over the Sampson Hospital as an annex to the Willard State Hospital and transferred about a thousand elderly mental patients to Sampson from other State Hospitals.[7] The Sampson Hospital was operated by New York State until the fall of 1950 when the Air Force took over the facility.

U. S. Department of Agriculture

Within the month following the closing of Sampson College, negotiations were completed to permit the U. S. Department of Agriculture to store surplus grain and beans in the drill halls, warehouses, and other buildings of Sampson. Ultimately thirty-one buildings were used for this storage under the provisions of the Commodity Credit Corporation. However, the permit was revocable and stated that it would "be cancelled immediately upon the declaration of an emergency by the President, in which event, you will remove the stored grain in the earliest possible time and further that this authority may be cancelled on 30 days notice." In the fall of 1950, the stored commodities had to be removed under these provisions upon the arrival of the Air Force.[8]

Maintenance

During this period, no maintenance was provided for the buildings and grounds not in use by one of the above mentioned activities. In

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7. "History of Sampson," op. cit.
8. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.

1947, it was estimated by the War Assets Administration that it would cost $150,000 per year to maintain this facility. During the fall of 1947, the Navy supplied a caretaker force of seventeen fire-fighters. In June of 1948, the Navy proposed that the windows and doors of 142 unused buildings be boarded-up at a cost of $200,000. It was assumed that no further maintenance beyond this minimum would be performed and that the State of New York would supply police and fire inspection. However, the Bureau of Naval Personnel did not have even these funds available.[9] The Air Force estimated that it would have cost four million dollars per year or a total of twenty million dollars over the five idle years to have maintained properly the facility. However, no maintenance was performed during this time.[10] In addition, insufficient police inspection for security was provided to prevent extensive vandalism.

Summary

The operations conducted at Sampson during the period between the wars were minimal. Except for the cultural and economic contributions of the Sampson College, the area did not benefit to any great extent. Just prior to the transfer of the facility to the Air Force, New York State made extensive plans to transform the Sampson area into a State Park.[11] The site was to have been transferred to the State at midnight

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9. Ibid.
10. U. S. Congress, House Committee on Appropriations, op. cit., pp. 85-86.
11. For further information see: Report on Sampson Naval Base as a State Park Site of December 1, 1949, prepared by a committee of the New York State Council of Parks.

on October 14, 1950. The Finger Lakes State Park Commission which was negotiating for the transfer was notified by the Navy on October 13 that the proposal for a lease was cancelled. Soon thereafter, in November, the Air Training Command of the Air Force assumed jurisdiction of Sampson.[12]

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12. "Navy Suddenly Changes Its Mind on Giving Huge Sampson Base to the State as a Park," The New York Times, October 17, 1950.

V. HISTORY OF THE AIR FORCE OPERATION OF SAMPSON

Selection Factors

As noted in Chapter I, at the outbreak of the Korean conflict, the Air Force had only Lackland Air Base in Texas for the basic training of recruits. To remedy this situation, Air Force officials conducted an extensive survey of their own bases, Navy bases, and Army bases, and after negotiations with the Navy in October, 1950, it was determined that Sampson was available and could be put into operation sooner than any other site considered. Thus it was decided that the Air Force would take over Sampson for use as one of three indoctrination training bases.[1] On November 2, 1950, the Secretary of the Navy announced that the training complex would be transferred to the Air Force. The actual control of Sampson was transferred from the Department of the Navy on November 15, 1950.[2] This transfer became formal on February 14, 1951, when the Chief of the Bureau of Yards and Docks, U. S. Navy Department, signed a letter which ". . . transferred to the Department of the Air Force, jurisdiction, administration, custody and control, of all land, buildings and improvements comprising the Naval Training Station and Hospital, at Sampson, New York."[3]

Rehabilitation

On November 6, 1950, only four days after the announcement that

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1. U. S. Congress, House Committee on Appropriations, op. cit., p. 77.
2. Ibid., p. 390.
3. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C.

the Air Force would utilize Sampson, the Air Force Training Command was authorized to spend a little over four million dollars for rehabilitation of the facility.[4] At that time it was envisioned that the facility would be needed by April 1, 1951, and the Air Force designated the Corps of Engineers, U. S. Army to be the construction agency. By the time that the bids for the Unit Price Contract were opened on December 21, 1950, it had been decided that the contract would have to be speeded up so that occupancy could take place on March 1, 1951. The actual contract was awarded on December 28, 1950. On January 3, 1951, only six days after the formal awarding of the contract, it was determined that recruits would arrive on February 1, 1951. Actually, the trainees did not arrive until February 15, 1951.[5] The process of rehabilitation of the facility was therefore similar to that of the original construction in that time was the essential commodity which could not be wasted; speed became all-important. Unfortunately, it was soon discovered that the rehabilitation had been planned inefficiently. Owing to the haste in inspection and planning, the true condition of the Sampson complex had not been properly evaluated. Also, it then became necessary to increase the troop occupancy by eighty-five percent, from 20,000 to 37,083.[6] This increase necessitated the rehabilitation of

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4. U. S. Congress House Committee on Appropriations, op. cit., p. 390.
5. Ibid., pp. 77-79
6. This troop capacity was never realized. The average base population was about 21,000. For a typical breakdown of population, see Appendix F.

the hospital in addition to the barracks and other facilities. The Unit Prince Contract was terminated on February 23, 1951. Meanwhile, a Cost plus Fixed Fee letter of intent was issued on February 20, 1951, to a construction combine which included the original contractor.[7] All construction work under this contract was terminated on June 22, 1951; after this date an additional five million dollars was spent on the construction of new barracks which had not been considered in the rehabilitation plans.

The ultimate cost of the rehabilitation exceeded twenty-four million dollars, a large increase from the four million originally estimated. The reasons for this difference are many and complex. It must be remembered that the rehabilitation work took place during the winter in buildings which were not heated. In addition, as noted above, the scope of the job expanded considerably. The closing of the facility by the Navy in 1946 had been a hurried process. Water pipes and boilers had not been properly drained. As sump pumps had been secured, many subterranean boiler plants placed below the water table were flooded. As had been indicated in Chapter IV, little maintenance was done between the wars. Dry rot had started in many buildings. Also, as will be brought out later in this chapter, a great amount of overtime had to be paid out in order to meet the revised shortened occupancy dates. Also, to procure many essential materials, the contractor was forced to fly-in items which normally would have been delivered by cheaper means.[8]

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7. U. S. Congress, House Committee on Appropriations, op. cit., pp. 77-79, 90, 391, 394.
8. Ibid., pp. 80, 82, 84, 115.

On January 3, 1951, the contractor had only fifteen men at Sampson.[9] Within a week, the work force had climbed to one thousand men. From then on the work force steadily increased until a peak of about 3,900 people were employed by the contractors in April, 1951. Of these, 3,700 were workmen or supervisors, and the rest were administrative and office personnel. As various phases of the rehabilitation were completed, the number of employees decreased until the final close-out in June.[10] The average number employed in construction in Seneca County during 1951 was 962 persons, an increase of over a thousand percent from the previous year.[11] These employees were not available in the local area. Over eight hundred steamfitters and plumbers were recruited in the New York City area by the contractor who offered high wages through extensive over-time pay available. Attempts were made to recruit workers from Rochester and Syracuse, also. Many people worked at Sampson on weekends, and returned to their normal jobs during the week.[12] It was estimated that fifty-eight percent of the working force lived fifty miles or more from Sampson. This meant that when the incentive of overtime pay was removed, many no longer wished to work at Sampson.[13] In addition to those already mentioned, many unskilled workers from the local area were hired.

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9. Ibid., p. 82.
10. "History of Sampson," op. cit.
11. See Appendix H, Table H-1.
12. U. S. Congress, House Committee on Appropriations, op. cit., pp. 94-95.
13. "Complaints Urged on Sampson Base," The New York Times, April 2, 1951.

Initially, the work week at Sampson during the rehabilitation was established at sixty hours. Theoretically, this was composed of five eight-hour days and two days at overtime rates which ranged from time-and-a-half to double-time. Actually, many trades worked hours well in excess of the established hours until the 19th of March when the work week was reduced to fifty-four hours, and soon thereafter to forty-eight hours to reduce costs. As has been indicated, prior to the 15th of February, speed was the all-important factor during the initial phases of the rehabilitation. During this period, some examples of the excess hours worked were described as follows in the 1951 Congressional Investigation of charges of waste and inefficiency:

> . . . Payrolls show that plumbers and steamfitters during the week ending February 11, 1951, averaged about 70 hours' working time and their earnings ranged from $275 to $316 a week before deductions . . . . Payrolls show that a steamfitter foreman was credited with working 91 1/2 hours during the week ending February 11, including one continuous 22 1/2-hour period of duty on a Sunday. His earnings for this week before deductions, totaled $429. Carpenters during this period averaged about 65 hours a week and earned from $210 to $275 a week. Area foremen for the plumbing and pipefitting trades made from $350 to $400 a week, the time worked averaging about 75 hours . . .[14]

Amazingly enough, apparently individuals did work these hours. Three of the contractor's foremen almost collapsed on the job and had to be removed; another had to be taken to a sanitarium. The steamfitter foreman cited above actually did work these hours to prepare a drill hall for use by the recruits soon to arrive. As indicated in

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14. U. S. Congress, House Committee on Appropriations, op. cit., pp. 79, 82, 124.

Table 2, the overall effect was to increase enormously the cost of the rehabilitation. The contracts entailed an expenditure of 2.6 million dollars for overtime as compared with 6.4 million for straight time. A more normal rate of rehabilitation could have reduced the cost by at least one million dollars.[15]

Table 2[16]

Payments for Overtime and Straight Time

Sampson Rehabilitation, 1951

	CPFF prime contractor Sampson	CPFF plumbing subcontractor	CPFF electrical subcontractor
Manual Labor:			
Straight time	$1,671,150.00	$1,317,685.78	$302,167.36
Overtime	1,177,377.17	1,016,198.57	185,707.80
Total	2,848,527.17	2,333,884.35	487,876.16
Nonmanual labor:			
Straight time	359,608.51	131,674.56	38,641.59
Overtime	136,272.95	60,762.81	12,329.69
Total	495,881.46	192,437.37	50,971.28
Total straight time			$6,409,590.00
Total overtime			2,588,665.00

The payment of these salaries during the period of less than six months in 1951, plus local construction material purchases, partially contributed to the net buying income increase in Geneva of $1,530,000, and in Seneca County of $2,211,000.[17] The covered payrolls for construction in Seneca County increased from $239,000 to $6,846,000, an

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15. Ibid., pp. 82, 117-119, 122.
16. Ibid., p. 115.
17. See Appendix L, Table L-1.

increase of almost three thousand percent.[18]

Operation Period

As noted earlier, the first 540 recruits arrived at Sampson from Lackland Air Force Base on the fifteenth of February, 1951. As indicated in Table 3, the base military population built up to 8,484 in two and a half months. Soon thereafter, the number in training grew to the point where the average in training for the first three and a half years was 11,420 with 15,125 in training on July 1, 1954. The authorized strength was 21,125 military personnel, of which 16,000 were airmen undergoing training. In addition, the Base was authorized to employ 930 civilians, for a grand total of a little over twenty-two thousand personnel. This was approximately half of the total during the Navy operation, and approximately one-third of the Navy civilian employment.

Table 3

Air Force Base Military Population, 1951-1956

	5/1/51[19]	Auth.[20]	7/1/54[20]	2/1/56[21]	8/1/56[22]	9/1/56[22]
Trainees	4,656	16,000	15,125	1,000	-0-	-0-
Perm.Pers. (Enl.&Off.)	3,828	5,125	5,347	5,125*	900	300
TOTAL	8,484	21,125	20,472	6,125	900	300

* Reference stated, "Number of permanent party and civilian personnel remains as originally scheduled, however."

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18. See Appendix H, Table H-3.
19. "Fast Growth Held Fault at Sampson," The New York Times, May 7, 1951.
20. See Appendix F.
21. "History of Sampson," op. cit.
22. "Air Base is Closing," The New York Times, August 8, 1956.

In October of 1955, the number of recruits sent to Sampson each month was cut to 2,000 during the winter due to the high cost of hospitalization for men ill with colds, sore throats, and other respiratory ailments. This had the effect of reducing the total number of recruits from the planned sixteen thousand to six thousand for the three-month course during the winter months. Actually, during the winter months of 1955-1956 only five hundred recruits were sent per month. Thus, by the end of February, 1956, only one thousand recruits were in training. On April 12, 1956, it was announced by the Air Force Secretary, Donald Quarles, that Sampson would be closed.[23] All students had graduated by June 1, 1956. Upon closing the base on September 3, 1956, there were only three hundred permanent persons left on the base.[24]

As happened during the Navy operation of Sampson, the Air Force poured large sums of money into the local economy. In July of 1951, prior to reaching full strength, the Base funnelled more than $300,000 into the trade channels throughout northwestern New York State. The biggest single commercial account was the electric bill of over twelve thousand dollars. In addition, "Local purchases of food, automotive parts and supplies, and of office supplies accounted for most of the July expenditures . . ." Items procured included ". . . crank shafts, ball bearings, headlights, tires, batteries, and gasoline as well as bacon, fruit juices, haddock, dairy and bakery products along with

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23. "History of Sampson," op. cit.
24. "Air Base is Closing," op. cit.

pencils, medicines, as well as lumber, iron and steel pipe, and light fixtures made up most of the rest of the month's purchases." In addition, the monthly military and civilian payrolls totalled in excess of two million dollars.[25] On achieving full operational status, these amounts increased drastically. In 1954, the electric bill had risen to an average of $53,589 a month. The combined military and civilian payroll had risen to an average of almost three million dollars a month.[26] It has been estimated that the base and its personnel spent fifty million dollars annually in the Finger Lakes region.[27]

During the Air Force tenure at Sampson, the First National Bank of Waterloo established a branch bank which had a peak deposit record of over $1.6 million.[28] The New York Telephone Company installed a total of 250 pay stations at Sampson, and postal receipts amounted to approximately $150,000 per year. The Western Union Telegraph Office in Geneva did forty percent of its business with Sampson.[29] When Sampson closed, all this revenue was lost to the Finger Lakes region.

In December 1952, the Air Training Command designated Sampson a "permanent" installation.[30] This designation permitted the Air Force officials to formulate long range plans for the base, which would include

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25. "Sampson Adds $300,000 to Area's July Trade; Payroll is $2,000,000," The Geneva Times, August 9, 1951.
26. See Appendix F, Quarterly figures must be divided by three.
27. "Air Base Closing Blow to Geneva," The New York Times, September 5, 1956.
28. Records of the First National Bank of Waterloo, New York.
29. "Air Base Closing Blow to Geneva," op. cit.
30. "History of Sampson," op. cit.

permanent buildings and other facilities. However, "Since the designation was made by the Air Force and is not written in law by Congress and the President, . . . the designation could be changed by the same administrative process by which it was established."[31] Unfortunately, many of the local residents did not understand this, despite repeated admonitions to this effect. The application of the "permanent" designation led local businessmen to discount the fact that most of the buildings at Sampson had been built in 1942 for a ten-to-fifteen year life, and that no permanent housing had been built on the base.

In the fall of 1951 one thousand homes were needed for the permanent personnel at Sampson.[32] The Federal Housing Authority had authorized the building of a two-hundred-house project in Waterloo [E-6]. The project was completed in December, 1952 by the Western New York Developers Incorporated.[33]

In April, 1953, the situation was still poor. It was questionable as to whether or not the local rental situation could provide adequate living quarters for all the married permanent personnel at the base. The World War II restrictions on building materials had established the practice of renting out rooms in the local area. The previously mentioned project in Waterloo, and a 107-unit project in Seneca Falls [H-6] also completed in December, 1952, constituted the only extensive housing construction undertaken. A survey conducted in April, 1953, to determine

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31. Steel, Wycliffe E., Major General, U. S. Air Force, Sampson Base Commander, quoted in "Permanent Status for Sampson," The Geneva Times, April 13, 1955.
32. "Sampson Cites 1,000 Home Need," The Geneva Times, September 28, 1951.
33. "History of Sampson," op. cit., and "Does Sampson Need New Housing Unit?" The Geneva Times, April 7, 1953.

whether a housing project was necessary at Sampson, disclosed that in Geneva, Waterloo, and Seneca Falls, only fifteen apartments were available for rent. In addition, there were twenty-eight of the Waterloo project homes available, renting at $75 per month plus utilities. Eighty-two of the 107 units in the Seneca Falls project were vacant, primarily because they stood in a sea of mud with no walks or paved roads.[34]

The designation of Sampson as a "permanent" installation permitted the planning of a five-hundred-apartment five-million-dollar housing project for construction in 1953. The need for this housing was still acute. In April, 1953, the Air Force refused a New Jersey contractor's bid to build the project. This action followed charges made by Congressman John Taber of the local district that the contract gave an unfair advantage to the New Jersey bidder. Also, Congressman Taber urged that the Air Force postpone the building of permanent housing until the status of Sampson was clarified. The housing was never built.[35]

In the fall of 1954, Sampson Air Force Base had a total of 1,619 families living off-base. A little over one-half of these, or 680, lived over twenty miles from Sampson, and some lived as far as seventy-five miles away. Only about fifteen percent, or 253, enjoyed the privacy of living in individual homes or apartments. The remainder shared living, bathing, or kitchen quarters with other families, again a carry-

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34. "Does Sampson Need New Housing Unit?" Ibid.
35. "History of Sampson," op. cit.

over from the World War II practice. More than half of these families paid more than $75 for these accomodations; some paid over $125 per month.[36] The average total miles travelled going to and from the base was more than two and a quarter million miles per month and this commuting cost an average of $20 per month. As indicated in Appendix K, Table K-4, the average daily traffic over the roads leading to Sampson from the North almost doubled between 1946 and 1951. The traffic from Geneva over route 96A increased by over one hundred percent. In addition, daily traffic jams caused the City of Geneva to rearrange parking in two downtown blocks.[37]

Many of the men assigned to Sampson had children. As indicated in Appendix J, children of personnel living off the base caused a sizeable increase in enrollments, but fortunately did not overtax the local facilities, except in Romulus Central [F-15] and Ovid Central [F-19] schools. It was estimated that up to 3,000 children were brought into the area by Sampson. Of these, about seven hundred living on the base went to the Ovid and Romulus schools. The Ovid Central School with a 550 pupil capacity had 760 pupils in the fall before Sampson reopened. The Romulus Central Schools with a 500 pupil capacity had 442 the previous fall.[38] Originally it was planned to erect an elementary school on the base to handle this overload of children. With the postponement

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36. "1,619 Sampson Families Living Away from Base," The Geneva Times, August 26, 1954.
37. Hunt, Dick, "Honeymoon's Over - Geneva is Airman's Town," The Geneva Times, October 24, 1951.
38. The Geneva Times, January 9, 1951, and January 24, 1951.

of the housing project in April of 1953, the erection of the proposed one-million dollar concrete-block public school was also postponed.[39] In 1954 a grade-school addition was built for the Romulus Central School at a cost of $370,000, of which the Federal Government provided $360,000. In 1955, a gynmasium was constructed and some buildings improved at a cost of $320,000, of which the Federal Government provided $50,000.[40] That fall the student registration dropped from 867 the previous year to 622 as Sampson closed.[41]

Concomitant with the other operations at Sampson, the Air Force proposed to build a 5,000 foot long airstrip at Sampson in order to transport newly-trained recruits to their duty stations, and to receive wounded men directly from Europe, in case of war in that area. This project was begun in January, 1953, and was placed in operation early in 1954.[42] This accounted for the relatively large number of persons employed in construction and the resultant large construction payrolls for 1953 noted in Appendix H, Tables H-1 and H-3, although they could not, of course, compare with the employment figures for 1951. The airport was situated between the Seneca Ordnance Depot and the Sampson Air Force Base on about 426 acres of land, as shown at D-17 in Figure 3. An indirect benefit was the establishment of a regularly-scheduled air service to Sampson by Mohawk Airlines Inc., in April, 1954. The initial schedule consisted of three daily round trips, which was in-

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39. "History of Sampson," op. cit.
40. Trainor, J., Romulus Central School, personal letter, May 4, 1962.
41. See Appendix J.
42. "History of Sampson," op. cit.

creased to five during 1955. The loss of revenue during the closing down in 1956 caused the service to be decreased to three round trips a day until the final closing-out of service on June 30, 1956. During 1954, the airline boarded a total of 8,382 passengers at Sampson and deplaned 7,155 for a nine-month traffic total of 15,537. In 1955, the boardings numbered 19,664 and the deplanings 11,429 for a total of 31,093 for the year. The following year, during the final six months of service prior to Sampson's closing, the boardings numbered 2,454 and the deplaning 1,327, for a total of 3,781. Therefore, the monthly average during 1954 was 1,726, during 1955 was 2,591, and during 1956 was only 630.[43] The convenience of this airport with a regularly scheduled airline service was cited verbally by the local citizens of Geneva as one of the great advantages of the Sampson operation.

Community Relations

Unlike the Navy's procedure, the Air Force's thirteen-week training program permitted the trainees to leave the base and visit the surrounding area. The Air Force therefore established a "base-community" program to make Geneva a home-town for the men, by sponsoring picnics, suppers and dances. To further this aim, high-ranking officers from the Air Force met with city fathers and went to service club luncheons, while chaplains mounted local pulpits to explain the Air Force and Sampson to the local population. Unfortunately, the efforts

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43. Sherwood, Robert P., Mohawk Airlines Inc., personal letter, March 30, 1962.

of these people did not always have the desired results. Despite tough and efficient Air Force Police patrols, the County Grand Jury handed down many indictments against airmen, twelve in the month of October, 1951. Also, the city fathers did not take any positive action to insure that facilities and events were open to the airmen. A group of volunteers opened a part-time United Services Organization until the national organization could move in, and invited some airmen to their homes for Sunday dinners. Also, when 2,000 to 3,000 parents, families, and friends of airmen arrived every weekend, the home owners were able to rent the unused attic or the spare bedroom to the visitors, a profitable practice.[44] At least, however, recognition was made of the fact that the military facility and the surrounding area would have a tremendous effect on each other, and that the military should work for cooperation with the community.

Closing

As in the case of the Navy, the end of hostilities with the resultant decrease in the need for the training capacity of Sampson, combined with the problem of the high incidence of respiratory diseases, caused the Air Force to decide to close Sampson. In addition, by this time the maintenance costs of the temporary facility type of construction had skyrocketed. Finally, on September 3, 1956, the installation was closed, although a small staff remained for a few months thereafter to decommission the facility.

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44. Hunt, op. cit.

VI. AFTERMATH

Immediate Effects

At the time of the closing of the military training complex, the Finger Lakes region also lost three major industries. The Market Basket Corporation, a food chain which employed 200 persons locally, was sold to the Acme Stores Company of Philadelphia which closed the Geneva headquarters. Next, the Patent Cereals Company, a milling concern which normally employed between 200 and 300 persons in Geneva, merged with a Midwest firm. Finally, the National-U.S. Radiator Corporation, located in Geneva, which employed 250 persons, closed in February 1957, and transferred operations to New Castle, Pennsylvania.[1] These three industries had been founded between 1868 and 1914, and had for many years provided a stable source of employment.[2]

The economy was temporarily sustained by the unusually large amount of construction work being done at the time of the closing. Although not comparable in volume to the amount of employment necessary during the construction and rehabilitation of Sampson, sufficient work was available to temporarily soften the effects of the closings. Three new schools were being constructed at a cost of three million dollars, and the Seneca Ordnance Depot was conducting a seven million dollar

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1. "Air Base Closing Blow to Geneva," The New York Times, September 5, 1956, and New York State Department of Commerce, "Ontario County," Basic Statistics for Counties of New York State, August 15, 1956.
2. Geneva Sesqui-Centennial Celebration, pp. 37-39.

expansion. Also, on the west side of Geneva, a new shopping center was being built.[3]

Despite this construction, however, the loss of the industries and the military complex ultimately hurt commerce in Geneva. Novelty stores started to disappear, one motion picture theatre closed, and another was forced to eliminate one of its daily showings.[4] As is shown in Appendix L, the sales of food in Geneva dropped from 8.7 million dollars to 6.5 million dollars, a drop of approximately twenty-five percent.

Planning for the Future

Until this time, the community had not made a concerted effort to attract industry. As has been noted earlier, local citizens had not seen the necessity to find sources of revenue other than the military complex despite repeated admonitions to this effect by both military and civilian mentors.[5] The large sums of money released by the facility lulled the public into a feeling of security. The closing brought the proverbial "rude awakening." The Mayor of Geneva, W. Erle Rogers, observed, "There's no question about it, our city is a sick person." A campaign was mapped to attract new payrolls.[6] To this end, the Geneva Development Committee was formed and the Fantus Area

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3. "Air Base Closing Blow to Geneva," op. cit. Also see Figure 11.
4. Ibid.
5. In July 1955, The Geneva Times, in a special section, warned area business-men that the lack of housing and permanent buildings at Sampson imperilled continued Air Force Operation of Sampson. Also see General Steel's Comments on p. 66.
6. "Air Base Closing Blow to Geneva," op. cit.

Figure 11

EXISTING LAND USE
1957
CITY OF GENEVA
ONTARIO COUNTY - NEW YORK

LILLEY - PLANNING CONSULTANT
PITTSFORD, NEW YORK

NOV. 25, 1957

Research Corporation of New York City was engaged to conduct a survey of the industrial potential of the community.[7] Seneca County, on the other hand, despite urgings by the Executive Assistant to the New York State Commerce Commissioner that, "This should be a project for the entire Finger Lakes region,"[8] did not form any sort of an overall planning group. The Seneca County Supervisors merely adopted a resolution, ". . . that a committee of five be appointed by the Chairman of the Board to foster the establishment of an industry at the Sampson Air Force Base . . . ."[9]

Sampson Epilogue

Meanwhile, at the site of Sampson the airport had closed down, the over-age buildings started to collapse, and the base gradually fell into ruin. Today, the Federal Government has agreed to clear the area of structures to the ground, but even after this is done, the removal of old concrete foundations and broken utility trenches, and the general cleanup required to prepare the site for use, will require a considerable amount of money. The cost of watchmen service to guard against fires and vandalism is $125,000 per year.[10] The area formerly occupied by the base is now divided into three parts. Despite the plea for industry, the largest part will become Sampson State Park, scheduled to open

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7. Geneva Sesqui-Centennial Celebration, p. 36.
8. "Industry Sought by Upstate Area," The New York Times, February 19, 1956.
9. Seneca County Clerk, The Proceedings of the Board of Supervisors, 1956, p. 61.
10. Belcher, Donald J., Letter to the Honorable Nelson A. Rockefeller, Governor of New York State, April 12, 1960.

this year, 1962. A second part is occupied by a civil defense depot of the General Services Administration. The third part is the site of Youth Town, U.S.A., a rehabilitation camp for juvenile delinquents.[11]

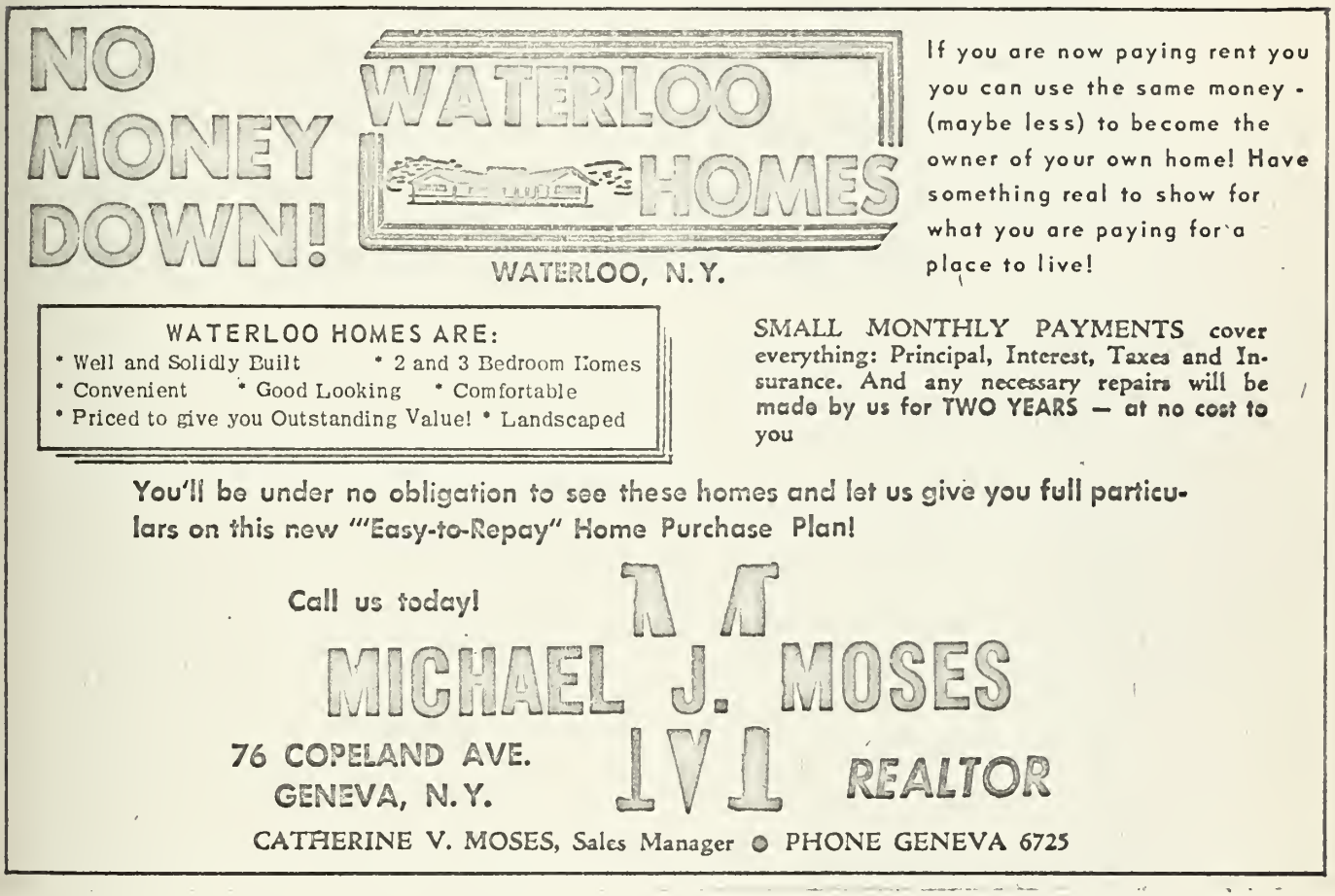

Figure 12

Advertisement for the Waterloo Homes in the Geneva Pennysaver, March 8, 1962

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11. Cooper, George W., Director, Bureau of Business Research, New York State Department of Commerce, personal letter, March 14, 1962; See Also Figure 3 for general location of the Park, GSA, and Boys' Camp on the old Sampson site.

Housing

At the time of the deterioration of Sampson, the Dixon Homes in Geneva, which were also built for a ten-year life in the forties, began to run down. They may be considered as slums and are not even shown on existing Land Use maps as Residential. This can readily be seen by comparing figures 10 and 11. Also, the Federal Housing Authority sponsored homes in Waterloo have reverted to the Housing Authority. To attract buyers the realtor has found it necessary to guarantee that ". . . any necessary repairs will be made by us for TWO YEARS - at no cost to you," as shown in figure 12.

VII. IMPACT

Population

At a cursory glance, the fluctuations in population depicted in Figure 13 seem entirely unrelated to the history of Sampson. However, a closer analysis will reveal that Sampson did have a tremendous influence on the population characteristics of the area. First, it must be remembered that the 1940 census did not include non-resident persons, while the 1950 census did. (The 1940 practice was followed by the Sales Management Estimators). This accounts for the apparent lack in population increase in 1942 during the initial construction of Sampson, since as noted in Chapter III, a large proportion of the workers were non-residents. The population drop in both Seneca County and Geneva immediately following the completion of Sampson could be expected. During the depression of the 1930's, the lack of job opportunities in urban areas reduced the out-migration from farms, but this situation was reversed in the period from 1940 to 1950 with the increase in both blue and white collar jobs available.[1] This is particularly true for Seneca County. Also, the increased flow of capital into the area and the training in construction skills enabled many people to acquire the necessary means to move on to other areas where their abilities were in demand for wartime construction. The call to

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1. Ramsey, Charles E., and Walfred A. Anderson, Some Problems in the Regional Study of Migration (Ithaca, New York: Cornell University Agricultural Experiment Station, June, 1959), pp. 7-8.

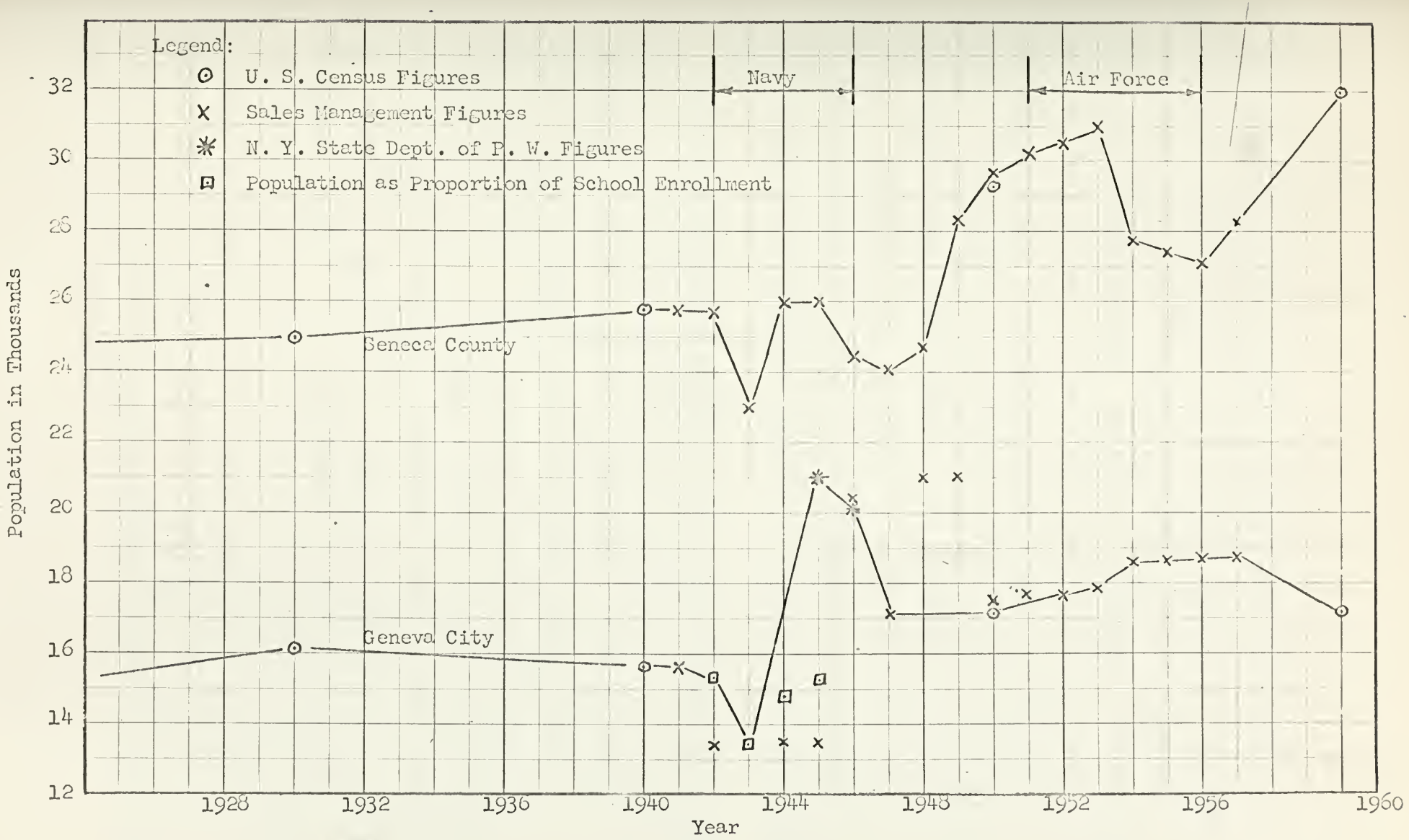

Figure 13

Seneca County & Geneva Population 1926 - 1960

Source: See Appendix G

arms also decreased the population, but as shown in Figure 22, the population of Seneca County and Geneva also decreased as a percentage of New York State indicating that the primary cause was migration to areas of greater opportunity. The influx of dependents of service-men and the desire of some to leave possible enemy targets must account for the apparent return to a normal population level during the later war years. The departure of the services and their economic contributions to the area caused a sharp decrease in the population at the close of the war. Between the wars, the population of Seneca County again returned to normal with the return of the discharged service personnel, and the increase in industrial employment available, as noted in Figure 14.

The rehabilitation of Sampson in 1951, and the construction of the airport in 1953 provided enough employment incentive to maintain the population of Seneca County at a normal level. After this period, however, there was again an egress from Seneca County to places of greater opportunity. After the Korean conflict, and the closing of Sampson, the return of discharged service-men to Seneca County brought about an apparent resurgence in population, as can be noted on Figure 13. However, the population as a percentage of New York State actually continued to decline. It is interesting to note that the population of Geneva during the period from 1947 to the present has been relatively constant, and evidently was not seriously affected by the return of Sampson. When considering Geneva as a percentage of New York State, in Figure 22, we note that Geneva has actually declined throughout this period from 1947 to the present.

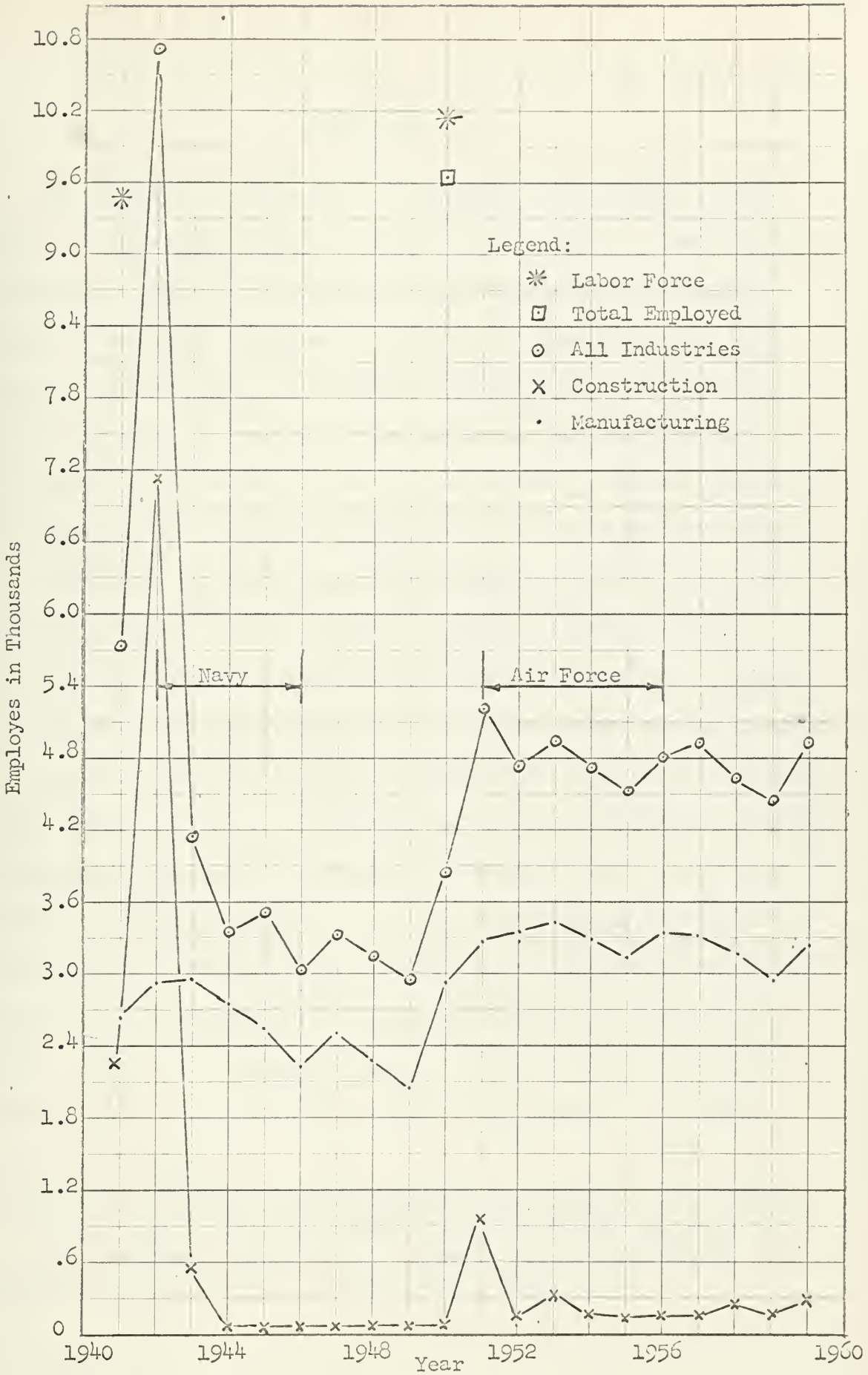

Figure 14
Seneca County Selected Employment, 1940-1960
Source: See Appendix H & Page 17

Employment

The increase in employment in all industries in Seneca County during the construction and rehabilitation of Sampson is dramatically portrayed in Figure 14. However, as has been pointed out, a great number of the people employed in construction came from outside the county. The employment in manufacturing would appear to be more dependent upon the availability of raw materials and labor during the war years than on Sampson. These figures do not, of course, include the employment in government establishments or in agriculture. Only two estimates of the labor force[2] are available and these have been plotted on Figure 14. The difference between the total industrial employment and the available labor force must be assumed to be employment in agriculture, government establishments, or persons unemployed. Just prior to the rehabilitation of Sampson, 22.4 percent of the Seneca County employed workers, or roughtly 2,170, were employed by Government which included persons who worked for a Federal, State, or local governmental unit.[3] The employment of a large proportion of the additional 930 civilians at Sampson would bring the total employed by Government to well over 3,000 persons, or almost thirty percent of the labor force. Some of the workers, would, of course, be drawn from Geneva which in 1950 had 11.2 percent, or about 750 persons, employed by

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2. Includes all persons (except members of the armed forces) over 14 years old who were either employed or unemployed but in the market for a job during a specific calendar week in the year tabulated.

3. New York State Department of Commerce, Business Fact Book, Rochester Area, 1957 (Albany: the Department, 1957), p. 11.

Government, out of an estimated work force of 6,720.[4]

The amount of money paid these workers at Sampson has been previously tabulated in Chapters III and V. The difficulty in procuring an adequate work force during the construction of Sampson has also been explored. In the discussion on road work accomplished during the Navy operation of Sampson, we noted that it had been necessary to pay unskilled workers journeymen wages during the initial construction of Sampson, which in turn had the effect of boosting wage rates throughout the area. During the Air Force operation of Sampson, the Air Force paid typists twenty dollars more a week than the normal wage rate in Geneva.[5] In order to compete with Sampson, local business-men also raised their wage rates. Sampson is now gone, but these higher wage rates still exist.

Housing

Figure 15 shows that a large percentage of the homes built before 1950 were built prior to 1919. The least number were built in the period between 1930 and 1939 except in the case of Seneca County where the smaller proportion occurred during the preceding decade from 1920 to 1929. As has been noted in Chapter III, war-time restrictions on building permits hampered the building of homes during the Second

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4. Ibid.
5. Hunt, op. cit.

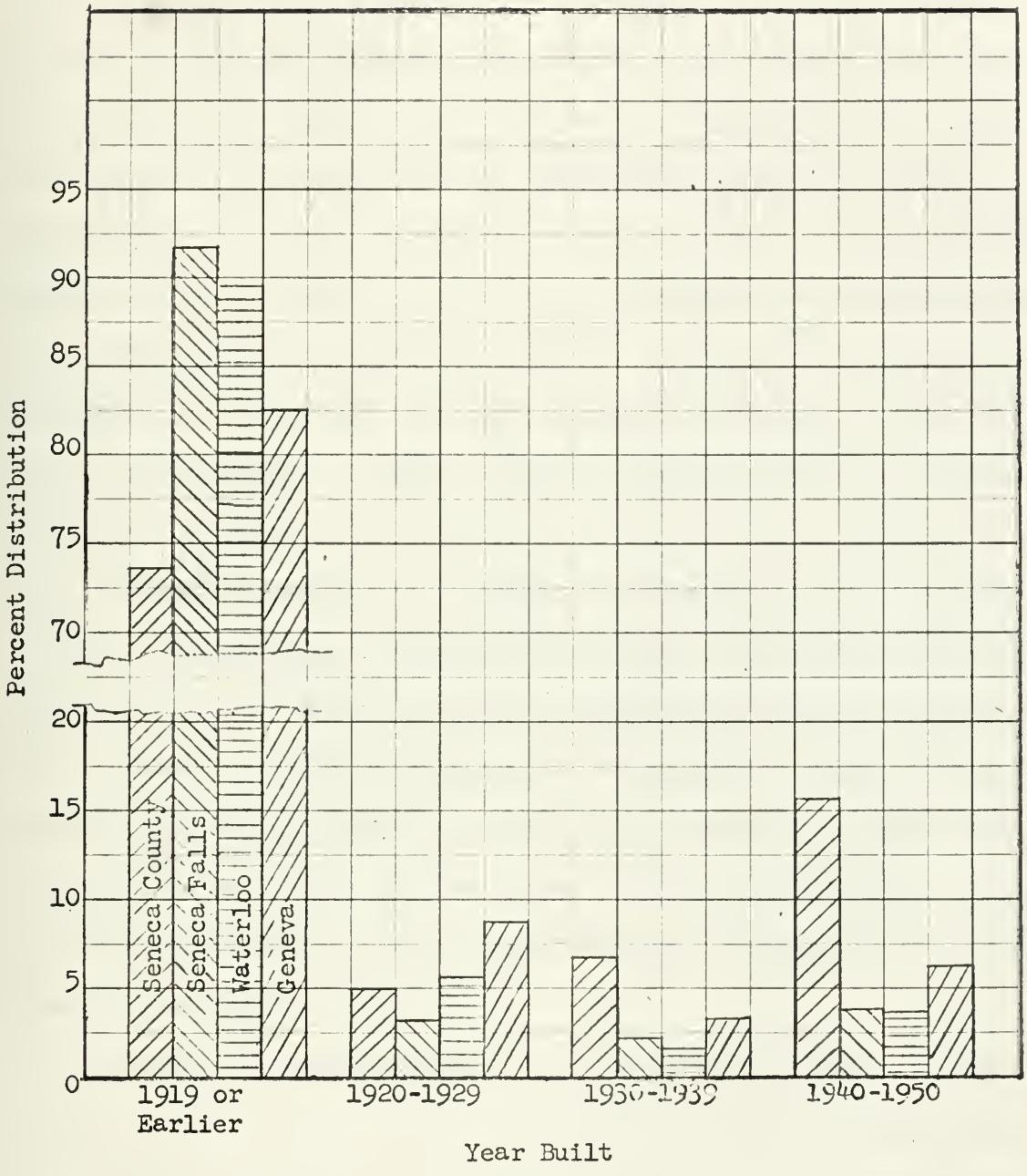

Figure 15

Seneca County, Seneca Falls, Waterloo, and Geneva
Dwelling Units Constructed, pre-1919 to 1950

Source: New York State Department of Commerce, Business Fact Book, Rochester Area, p. 15.

World War, thereby inducing owners of homes to convert or otherwise to modify their homes to create multi-family dwellings. Sampson therefore

did not contribute to any extensive building program in the period up to 1950, except for the Dixon homes which are now slums.[6] From 1950 to the present, despite the rehabilitation of Sampson and its subsequent useage, the number of homes constructed within city limits, as indicated by the number of Building Permits issued,[7] was not unusually large. We have already mentioned the 200 Waterloo homes which apparently were built outside of the village limits, as they are not shown on the tabulation. In addition, 107 units previously mentioned were constructed in Seneca Falls. A rather extensive building program, totalling 253 units, an average of 84 per year, was undertaken in Geneva from 1953 to 1955.[8] During the preceding and subsequent years the number averaged approximately a third of this average. The population increase in Seneca County since the closing of Sampson has not been sufficient to compensate for the overbuilding in the County, as shown by the previously cited advertisement for the Waterloo Homes.[9] In Geneva, the situation is also poor, with an increase from 164 units vacant in 1950 to 256 units vacant in 1960.[10] This is despite the fact that the Dixon Homes are no longer rentable.

In 1950, the median contract rent per month for urban and rural nonfarm dwelling units in Geneva was $41.21, in Seneca County $30.43, in Seneca Falls $33.94, and in Waterloo $31.75. Of all dwelling units

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6. Walkley, op. cit., pp. 7-9; and personal observations.
7. See Appendix I, Table I-3.
8. Ibid.
9. See Figure 12.
10. See Appendix I, Table I-2.

only 69.4 percent in Geneva, 81.7 percent in Seneca Falls, and 74.6 percent in Waterloo had private baths and toilets, and were not dilapidated.[11] As noted on page 64, the living conditions for the service personnel with families living off-base were deplorable, with only fifteen percent not sharing living, bathing, or kitchen quarters with other families, and over half paying more than $75 for these accomodations. Except for the overbuilding noted in the paragraph above, the question is not, "What did Sampson do to the area with respect to housing?" but, "What did the area do to the unfortunate service-man assigned to Sampson?"

A comparison of figures 10 and 11 shows that there was very little shift in residential and commercial areas in the Geneva area between 1948 and 1958 which could be attributed to the Air Force use of Sampson. During the Second World War, of course, the lack of building materials precluded extensive "strip" growth of building establishments on the roads extending from Sampson. Also, the Seneca Ordnance Depot had forbidden the building of living accomodations within a safety zone of one mile and nineteen hundred feet in depth from the Depot.[12] This further discouraged growth on the main arteries bordering the Depot.

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11. New York State Department of Commerce, Business Fact Book, Rochester Area, 1959 (Albany, the Department, 1957), pp. 15, 21, 22.
12. U. S. Navy Department, Bureau of Yards and Docks, Records and Files, Washington, D.C. Also see Figure 5.

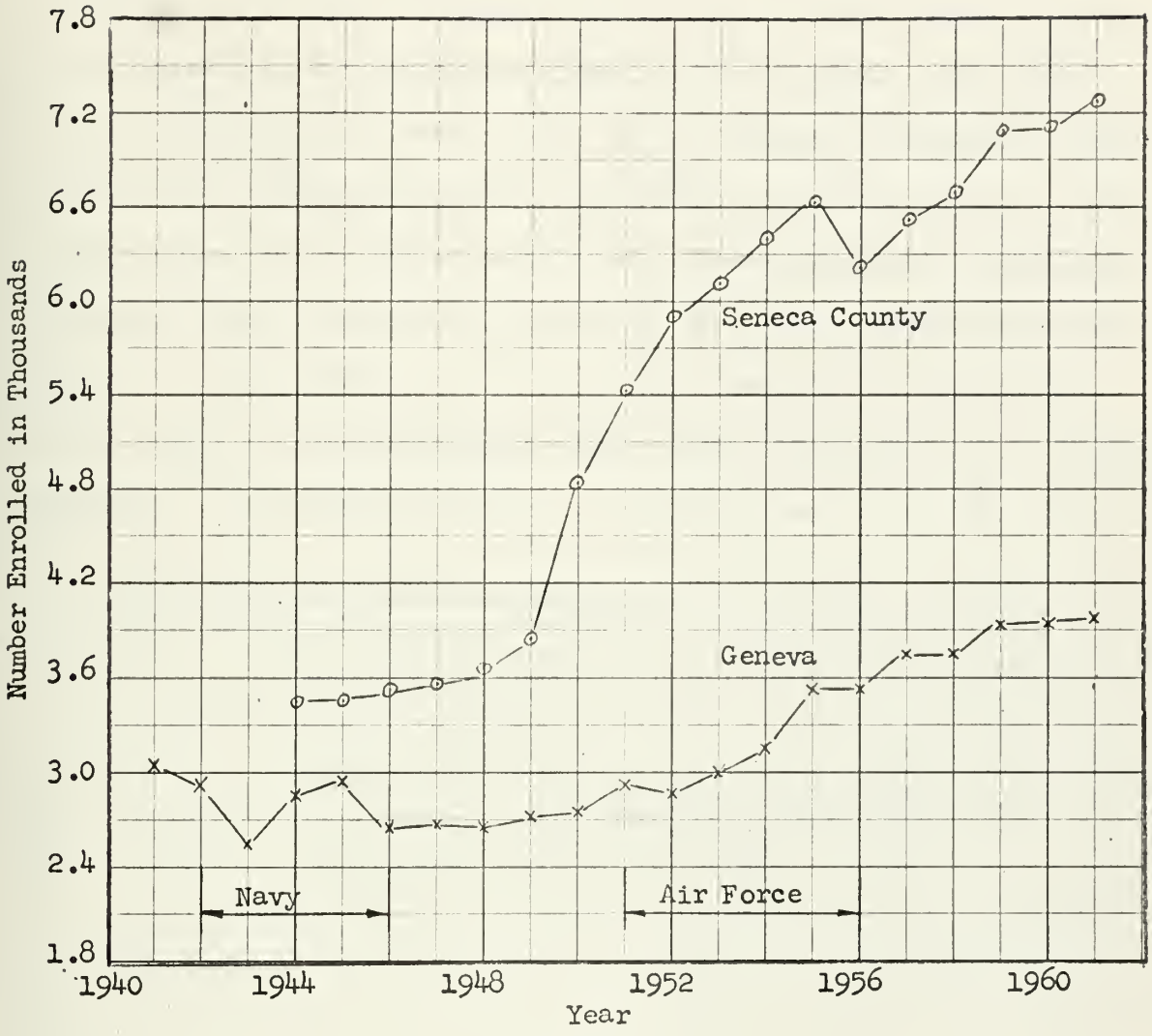

Figure 16

Seneca County and Geneva School Enrollment, 1939-1961

Source: See Appendix J

Schools

Keeping in mind the population fluctuations depicted in Figure 13, Figure 16 shows that Sampson had very little effect on the school enrollment in Geneva, during both the Navy and the Air Force useage of

Sampson. The effect on Seneca County is more dramatic during the Air Force operation, but negligible during the Navy period. There was a drop of 462 pupils in Seneca County on the closing of Sampson in 1956. In the case of Romulus Township, the reduction was 245 pupils, or over fifty percent of the Seneca County drop. Considering that the normal increase, based on previous years, would have added approximately 270 pupils to Seneca County, and 90 to Romulus Township, the actual drop would appear to be approximately 735 in Seneca County and 335 in Romulus Township. As is shown in Figure 17, and described on page 68, the arriv-

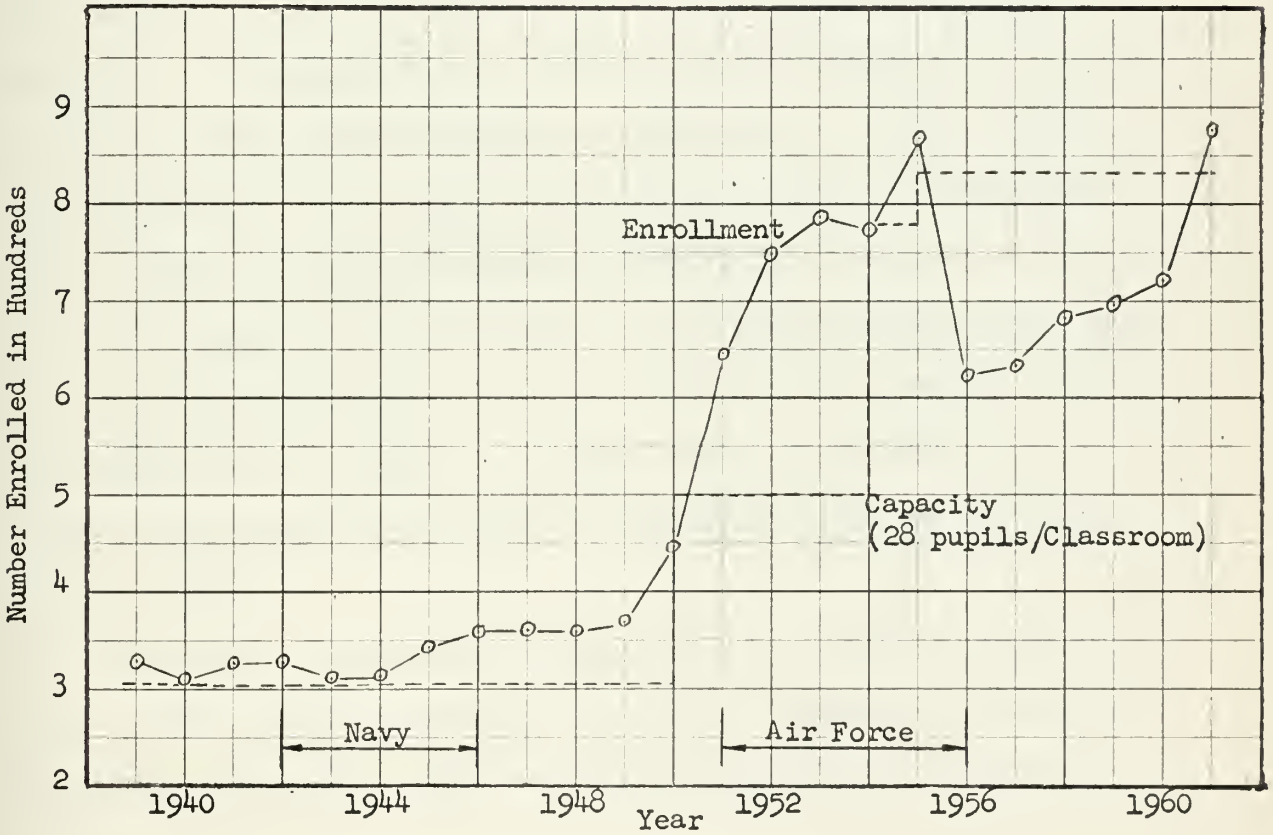

Figure 17

Romulus Township School Enrollment and Capacity, 1939-1961

Sources: See Appendix J; The Geneva Times, January 9, 1951, and January 24, 1951; Trainor, op. cit.

al of the Air Force seriously overcrowded the Romulus Township Central School. As a result, a total of $690,000 was spent on improving facilities in 1954 and 1955. As a result of this expansion, the schools were overbuilt for the student load immediately after the closing of Sampson in 1956; however, by 1961, the student load had again risen to the same level that had existed at the time of the closing.

Transportation

Unfortunately, the Lehigh Valley Railroad Company has no information available concerning their operation with relation to Sampson since, ". . . with the closing of that depot our records were all disposed of as they became out-dated and valueless . . . ."[13] However, some conception of the extent of the operation during the Navy period can be gained by studying Appendix K, Table K-1. The area, of course, not only benefited from the salaries of railroad employees spent there, but also from the increased service available to the community during the military use of Sampson. As noted, during one month's time, a total of 262 trains arrived and were dispatched from Sampson during March of 1944.

Fortunately, statistics are available for the Eastern Greyhound Lines which operated an extensive service into Sampson during most of the period from 1942 to 1956. The number of passengers carried an-

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13. Viviano, B. J. Vice-President - Traffic, Lehigh Valley Railroad Company, personal letter of March 27, 1962.

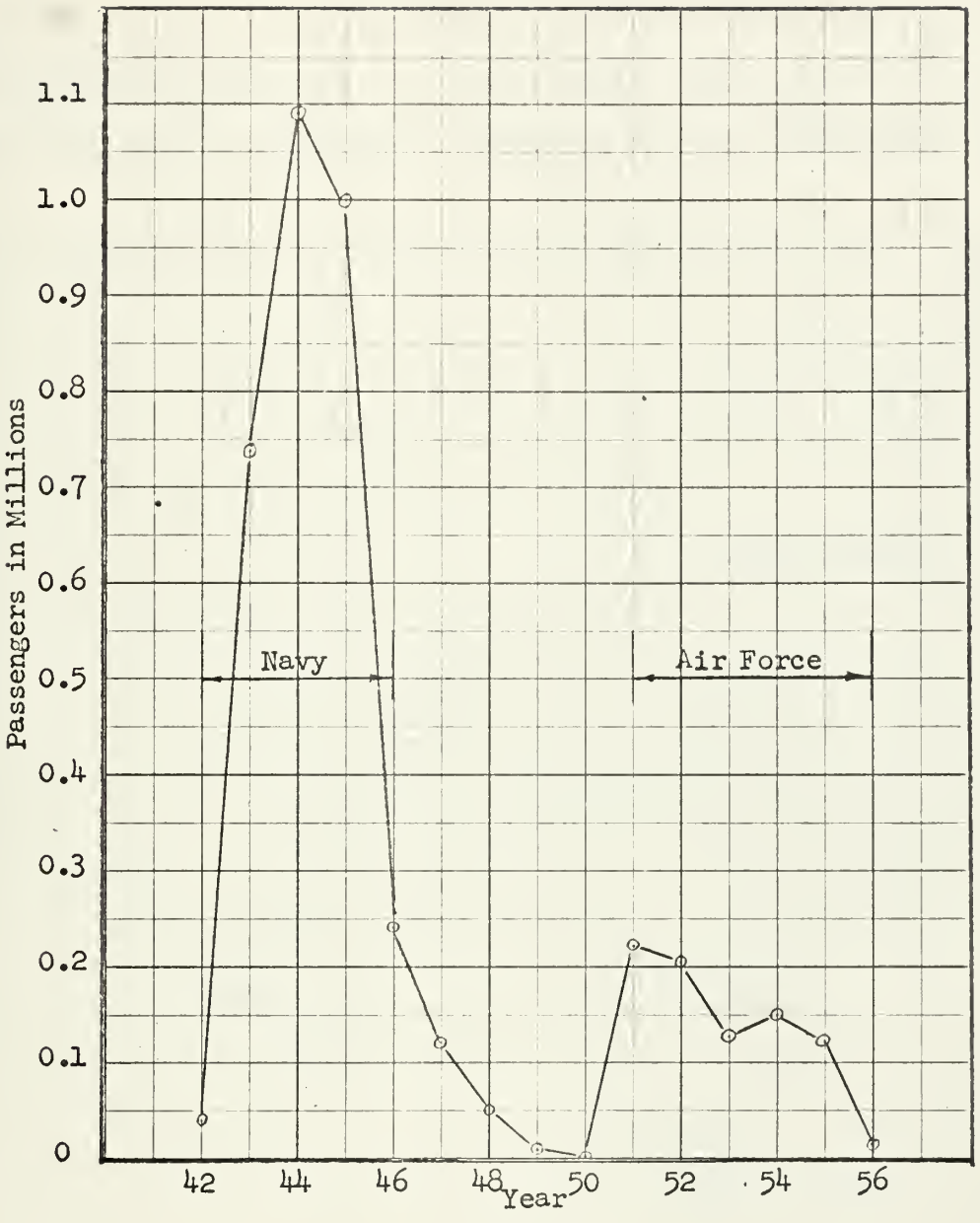

Figure 18

Eastern Grayhound Lines Passengers Into Sampson
1942-1956

Source: See Appendix K

nually is indicated in Figure 18. The higher peak number shown for the Navy operation in comparison with the Air Force operation can be

attributed in part to the fact that the facility had a Navy population of approximately twice that of the Air Force, and in part to the fact that automobiles were available during the Air Force operation. Again

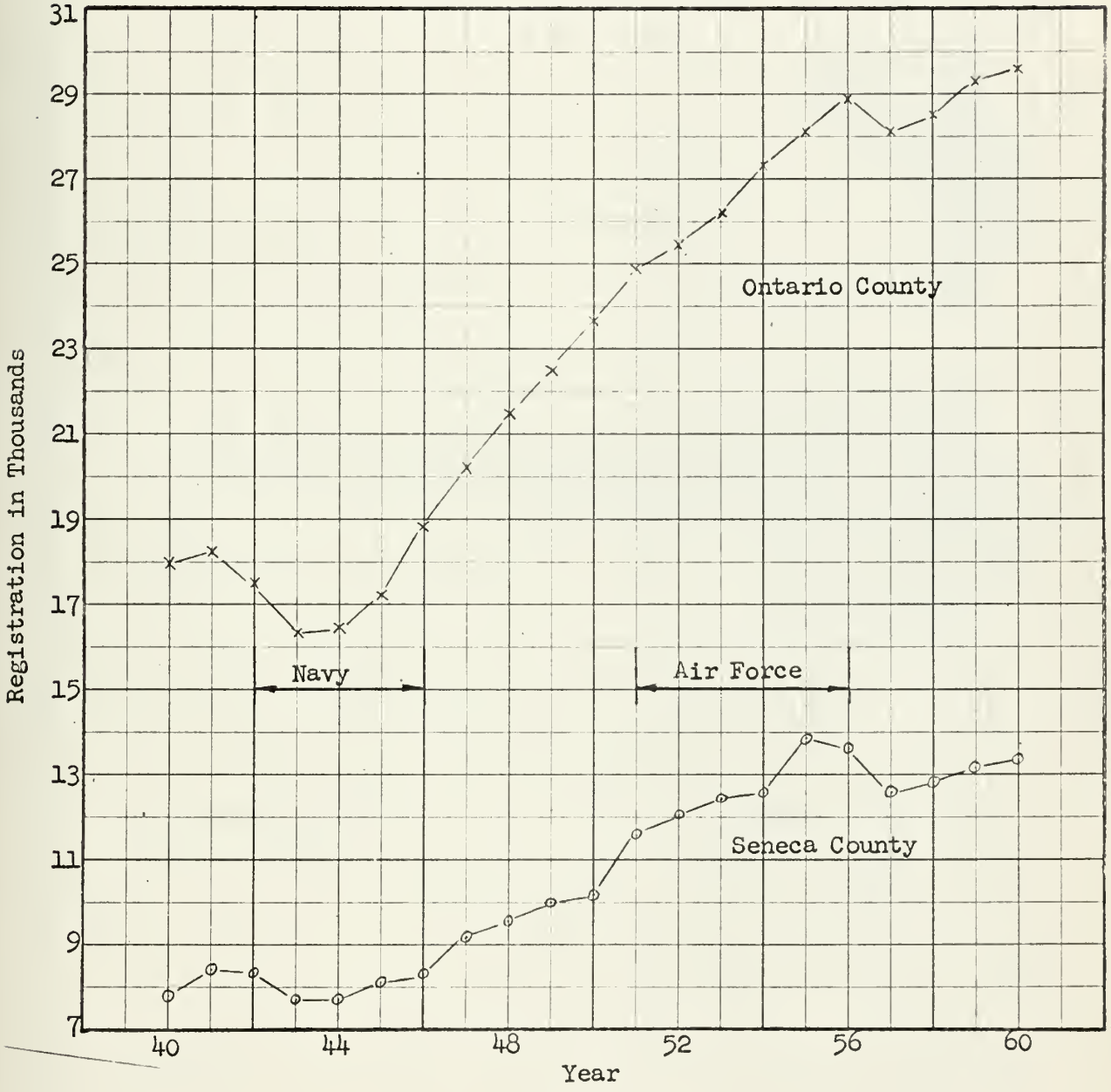

Figure 19

Ontario and Seneca Counties Motor Vehicle Registration, 1940-1960

Source: See Appendix K

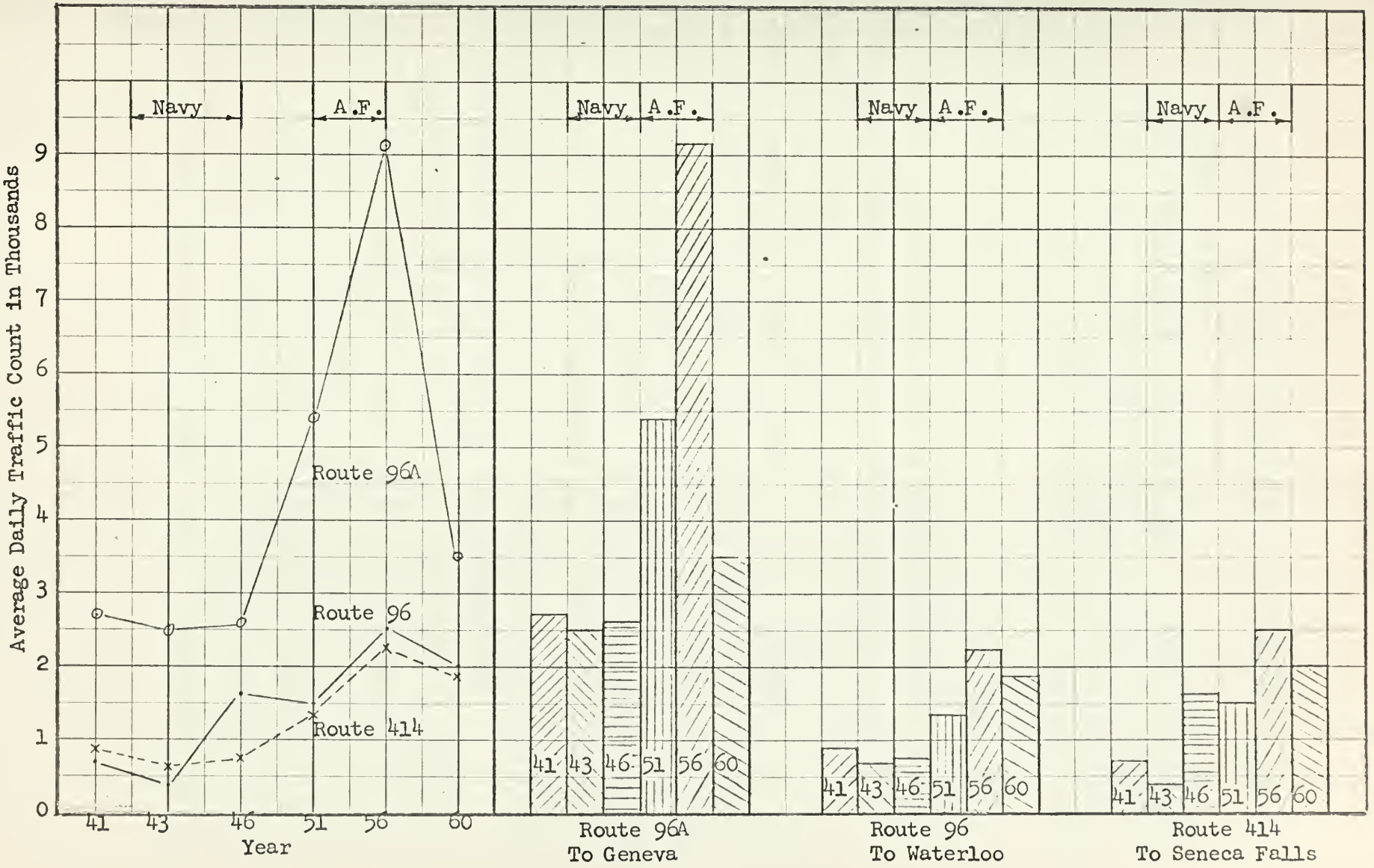

Figure 20

Seneca County Traffice on Selected Roads, 1941-1960

Source: See Appendix K

the major benefits to the area included both the economic contribution and the increased service.

Another transportation service brought to the area by Sampson was the Mohawk Airlines, which operated from 1954 to 1956, and which has been discussed on page 69. This thrice-daily trip schedule was a great convenience to the area.

Inspection of Appendix K, Table K-3, and Figure 19, will reveal the expected pattern for motor vehicle registrations which occurred in Seneca and Ontario Counties, Geneva being located in the latter. There was a decrease in registrations during the Second World War, when the manufacture and use of private vehicles was restricted. Following the war, registrations increased at a normal rate. The inception of the Air Force operation of Sampson is noticeable in the change of rate of increase in registrations in Seneca County, while in Ontario County the effect is almost negligible. The closing of the Sampson complex in 1956, however, is shown by the sudden and drastic decrease in registrations in both Counties for the following year.

The increased number of cars in the area also made an increased number of trips to and from Sampson, as indicated on Figure 20. The traffic between Geneva and Sampson appears to have been exceptionally high during the periods of operation of Sampson as compared with the traffic to Waterloo and Seneca Falls, indicating that Geneva was the primary transportation hub and trading center for the military facility.

Economy

In Chapters III and V the payrolls for the construction personnel and the military and civilian facility personnel have been discussed. In addition, a sampling of typical expenditures for operating items such as food and other supplies has been presented. In Figure 21 the sales in selected stores in both Geneva and Seneca County are delineated. The sales in food stores for Seneca County at first appear to reflect the changes in population previously discussed. Closer inspection and comparison of Figures 13 and 21, however, reveals that the dips are not quite in phase. Further, comparison of the statistics for Geneva shows very little correlation with population. What then must have happened? It appears that the building of the additional units in Seneca County during the Air Force operation must have concentrated enough of the Air Force families in the area to create an increased demand for food. Geneva, on the other hand, despite a relatively constant population during this period, lost trade until the dollar amount of food sales dropped below those of Seneca County in 1955.

Geneva, however, did manage to retain a normal proportion of the general merchandise, furniture, and other household goods sales thereby remaining as the trading center in the region for these items. It is interesting to note that in these categories very little variation occurred which could be related to either the military operation or to the population shifts. This tends to indicate that, while there, the military did not buy the items necessary to set up permanent house-

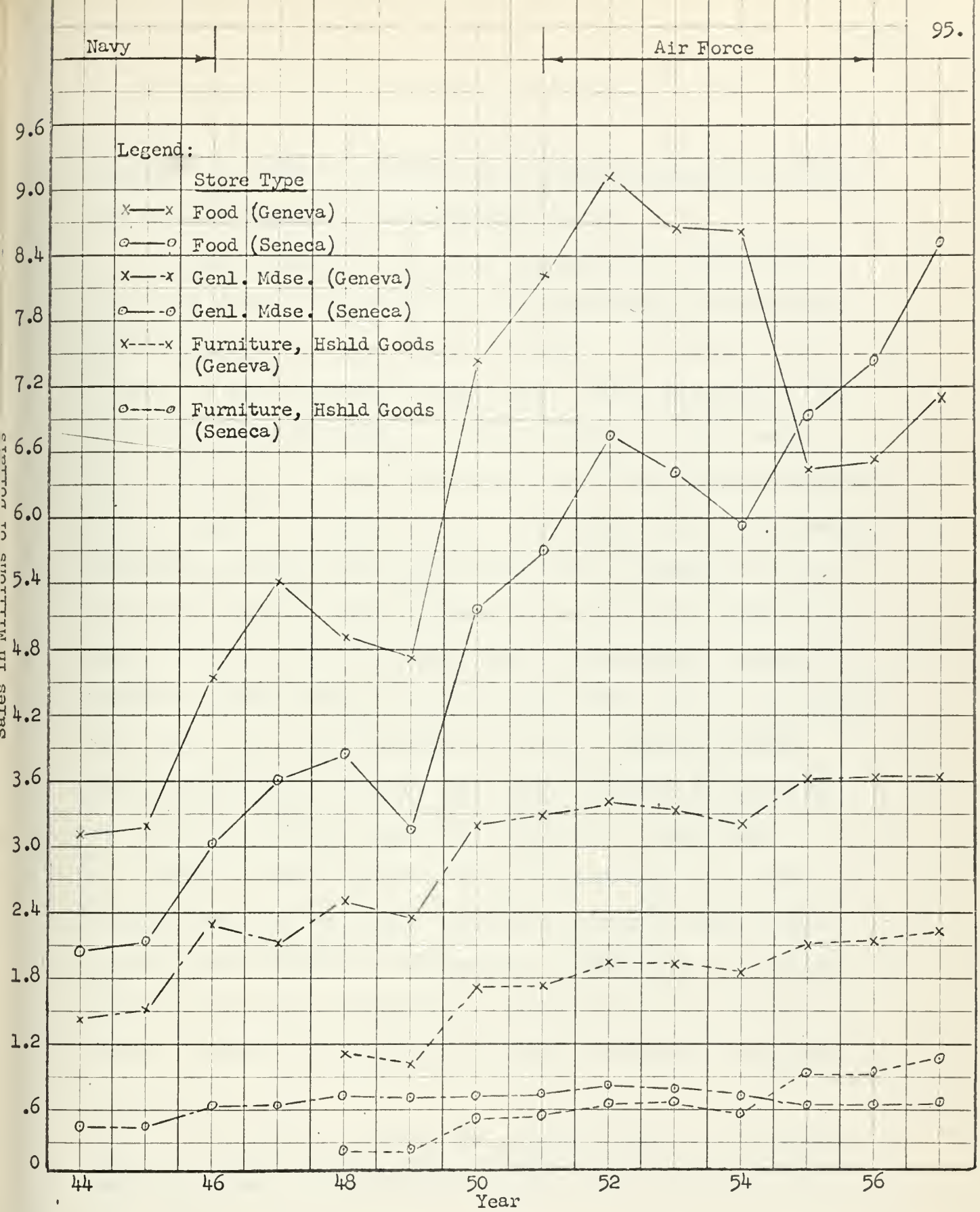

Figure 21

Geneva and Seneca County Sales in Selected Stores, 1948-1957
Source: See Appendix L

keeping,[14] and that the influence of the region delineated in Chapter II and shown on Figure 2 was the predominent factor.

Figure 22 illustrated the changes in population, retail sales, and buying income, as a percentage of New York State, for both Seneca County and Geneva. A close study is revealing. In the case of the County, the buying income has always been a smaller percentage of the state than has the population, and retail sales were always smaller than the buying income until 1950, just prior to the Air Force utilization of Sampson. In 1950, of course, many people all over the country hastened to buy items which they feared would be unobtainable during the Korean conflict, thereby boosting sales normal proportion.[15] Except for the year 1952, the retail sales percentages have continued to exceed the buying income percentage until in 1957, the sales percentage had almost reached the population percentage. Apparently, Seneca County is beginning to assume a more normal percentage of the retail sales, despite remaining a relatively low area in buying income.

Geneva, on the other hand, has always maintained retail sales at a higher percentile than either population or buying income, except in 1945, thereby tending to substantiate its reputation as a trading center for the region. The trend in retail sales since 1950 has been generally downward, while the trend in Seneca County has been upward,

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14. This was true in most areas where the influx was of a transitory nature. See Havighurst, op. cit., pp.198-20.
15. Rostow, E.V., Planning for Freedom (New Haven: Yale University Press, 1959), p. 342.

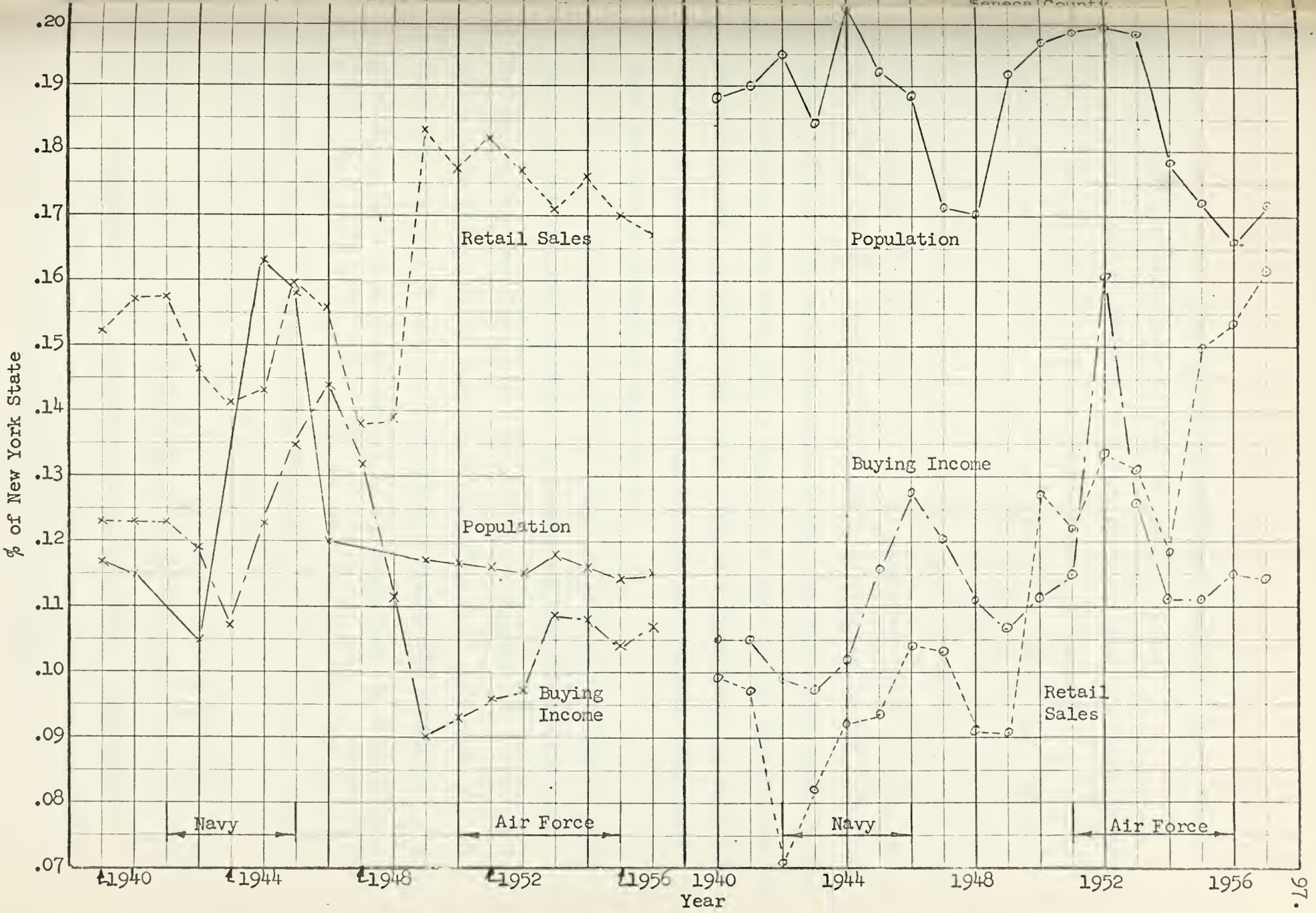

Figure 22
Geneva and Seneca County Population, Retail Sales, and Buying Income as a percent of New York State, 1940-1957
Source: See Appendices G & L

so that now the two are almost equal in retail sales. Except for the early years of the Second World War, the buying income percentage in the case of Geneva benefitted under both the Navy and the Air Force.

From the indices presented in Figure 22, it is easy to project an emerging role for Seneca County in the future, and a gradual reduction in the future importance of Geneva. It would be difficult to credit the services with a principal role in these developments. Undoubtedly the availability of Air Force funds during the 1950's accomplished the transition sooner than might otherwise have been the case, but the phenomenon appears to have been inevitable. The Navy appears to have caused an increased buying income and retail sales in both Geneva and Seneca County, but the effects appear to have been temporary since these indices returned to their pre-war levels after the Second World War. Local residents feel that this was because the businessmen of the community had a tendency not to reinvest their profits which could have been used to strengthen their futures.

An understanding of the relative amount of funds poured into the area may be gained by a study of Figure 23 showing the deposits for the First National Bank of Waterloo. The influence of the military can definitely be noted in the total deposit record. As previously noted in Chapter V, the First National Bank of Waterloo established a branch bank at Sampson in 1951. This branch was established initially with a capitalization of $300,000 provided by the U. S. Government. This accounts for the relatively rapid rise immediately after the rehabilitation of Sampson for Air Force use. The original loan ultimately amounted to $1,200,000.

This additional money did not, however, feed out into the local economy as would normally be expected as illustrated by the constant rate of increase of the loans granted. The Government required that the funds deposited in the Sampson branch be deposited in government bonds, thereby making the funds unavailable for local homebuilding loans or other expansion.

Loss of Economic Base

In Chapter III the methods of acquiring the property for Sampson were outlined. No mention was made of the problems, if any, which were

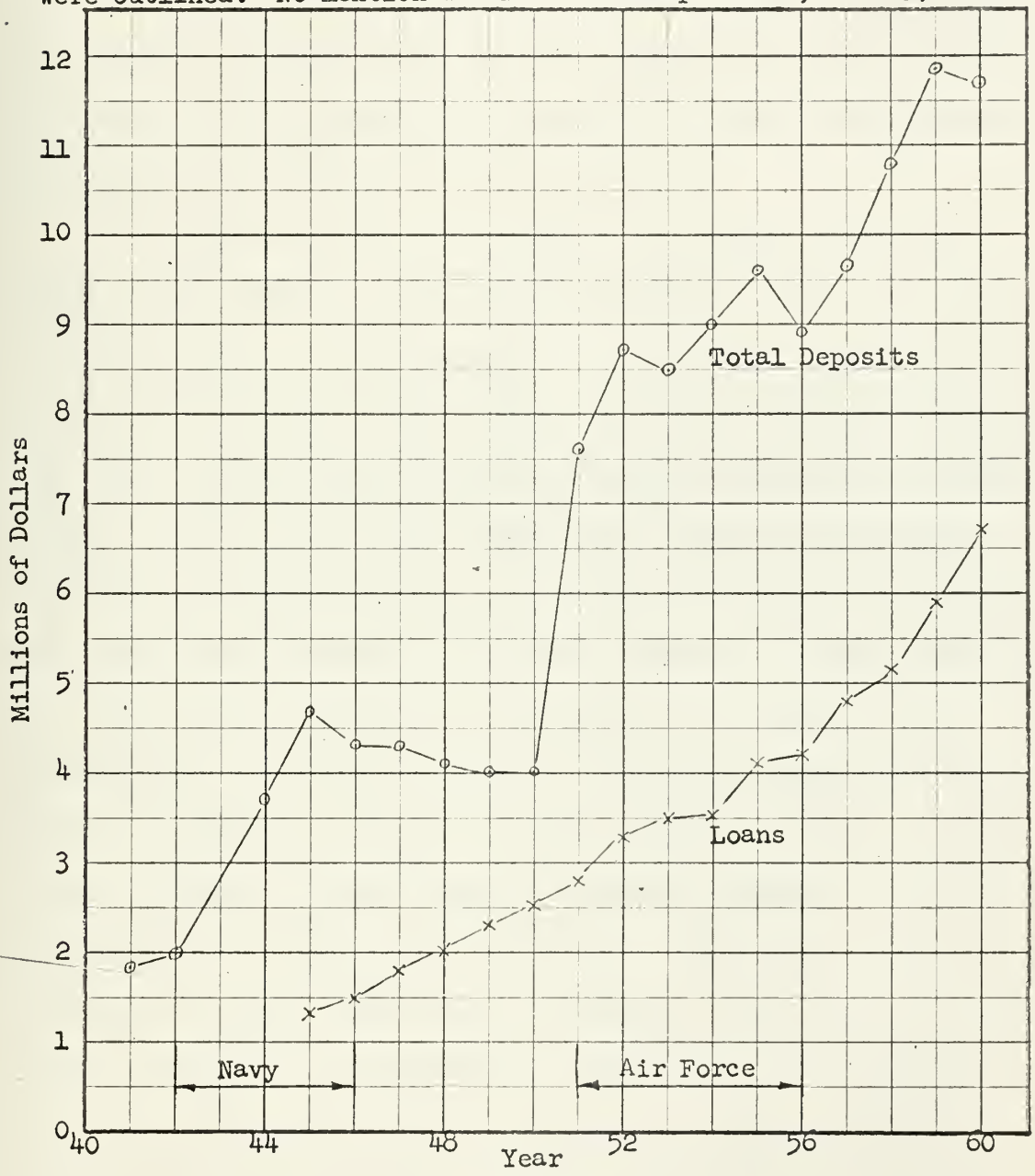

Figure 23

First National Bank of Waterloo Deposit and Loan Record, 1941-1960

Source: Bank Records

encountered by the displaced formers, and others, upon the loss of their means of earning a livelihood. Facts concerning this matter are extremely difficult to determine now, almost twenty years after the construction. None of the local citizens interviewed felt that any hardship had been inflicted on the displaced persons, since those that were unable to relocate had been able to learn a useful trade in the construction industry, and then to move on.

A thorough search of the records of the Bureau of Yards and Docks reveals, however, three cases of hardship. Two of the cases concerned farmers who had lost part of their farms. One lost 93.6 acres out of a total of 128.1 acres, but retained the farm buildings. The other lost approximately half his acreage and all his buildings except a barn. Both of these farmers were left with insufficient facilities to continue farming. The third case concerned the owner of a small general store, all of whose property was taken. All three of these persons received what was agreed at the time to be just compensation. In all three cases, no additional compensation was legally available. In the case of the farmers, the records of the Bureau of Yards and Docks reveal no further complaints, and it is assumed that they adjusted to the change in their lives without any trouble. The third case, that of the general store owner was not as simple. Advanced age precluded the owner and his wife opening a store in a different locality. By 1945, in a letter to Senator Mead, they complained that, " . . . the balance of our savings out of our property is going fast under present costs of living."[16]

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16. Garrison, C. C., letter to James M. Mead, Senator, January, 1945.

Unfortunately, the government could not compensate this couple an additional amount for the loss of business, "since this is regarded, under existing statutes and court decisions, as a consequental damage not recoverable within the meaning of the phrase 'just compensation.'"[17] In the case of another small country store owner, he was able to buy another country store in the vicinity and, reportedly, his business improved.[18]

Tax Rates

As can clearly be seen on Figure 24, the tax rates for Geneva are relatively independent of the operations of Sampson. This is easily understood when it is remembered that Geneva did not have to install extensive additional sewers or water lines due to the increased number of residents as the service families were absorbed mainly in existing homes. The levelling-off of the tax rates during the war years is, of course, attributable to the fact that materials were not available for any extensive town improvements.

In Seneca County, during the years plotted on Figure 24, the total amount needed for General, Welfare, Highway, and other budget items for the following year were determined annually. Based on the assessed valuations of each of the townships adjusted for Public Use, Special

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17. Murphy, Andrew J., suggested answer to Senator Mead's letter re: Garrison, April 30, 1945.
18. Putnam, op. cit.

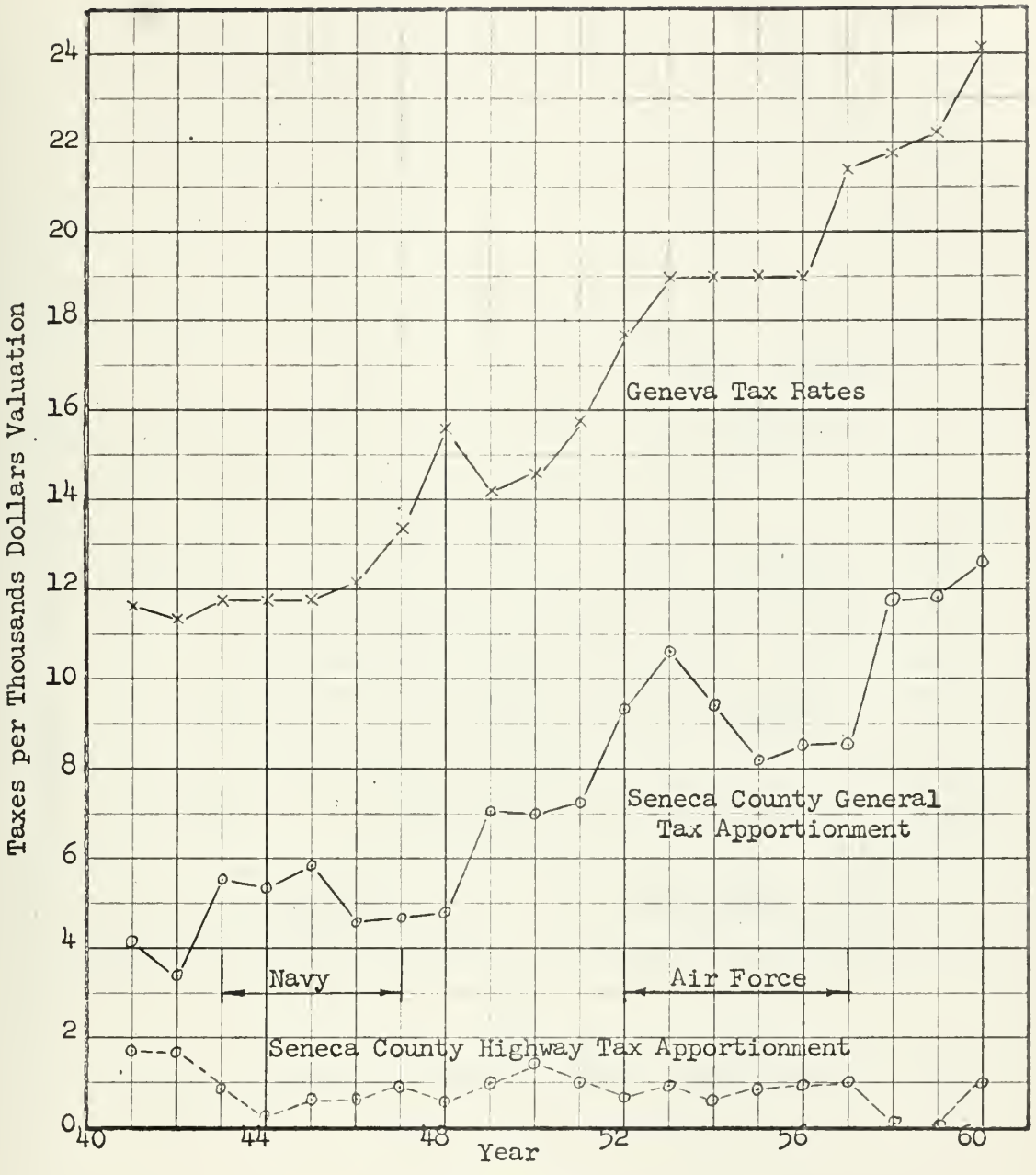

Figure 24

Geneva Taxes and Seneca County General Tax,
Highway Tax Apportionments, 1940-1959

Source: See Appendix M

Franchise, and Pension Exempt Property, a total assessed valuation for the County was determined. Then the percentage of the whole assessed

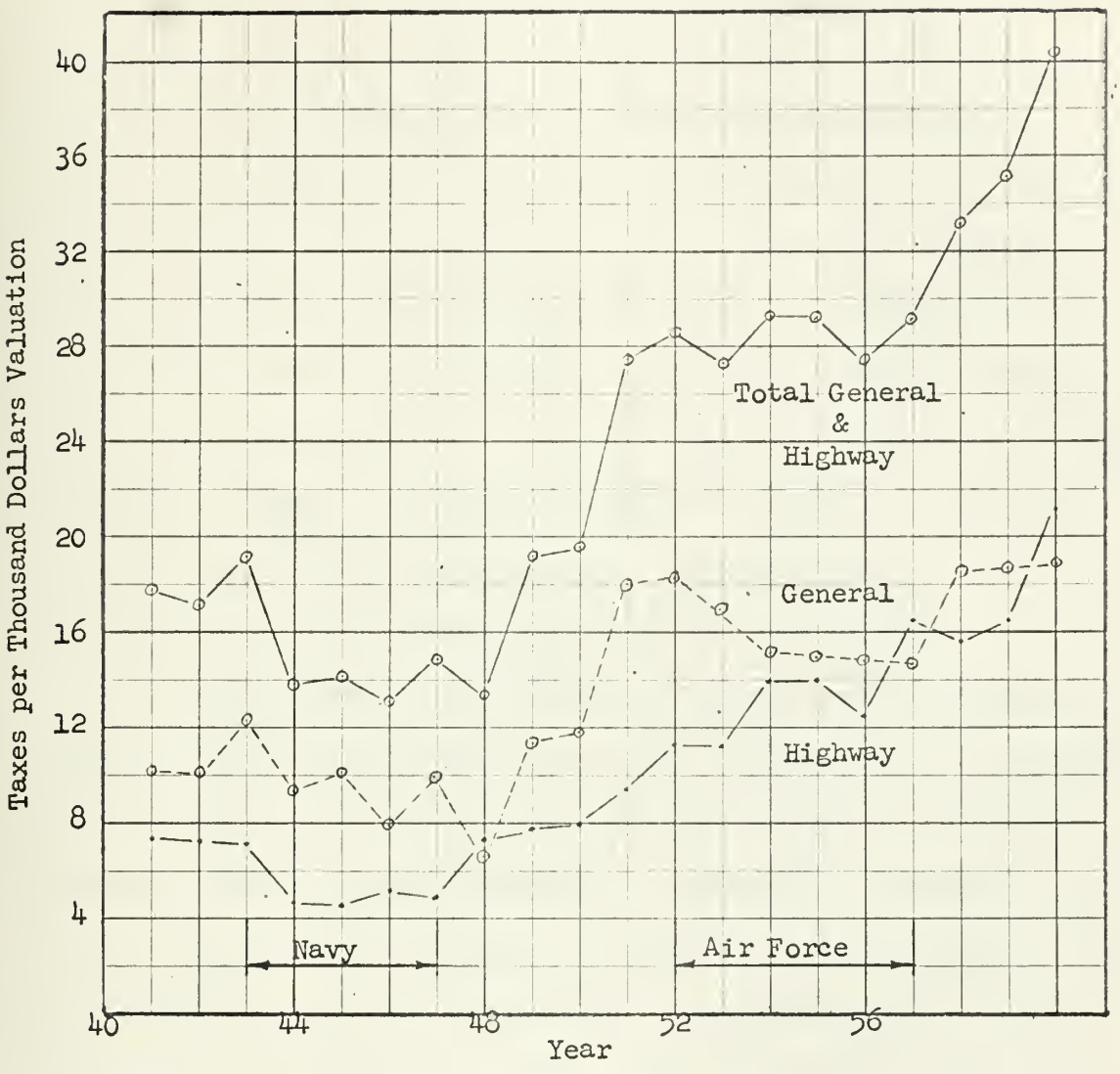

Figure 25

Romulus Township General and Highway Tax Rates, 1940-1959

Source: See Appendix M

valuation within each Township was determined, and the amount required from each Township in each category figured based on this percentage. The Townships then included this amount in their budgets to determine the tax rates. Therefore, the rates plotted on Figure 25 for the Town-

ships are the true rates paid per thousand dollars of evaluation. The figures used for the County on Figure 24 are the average apportionment rates for each category per thousand dollars of evaluation. Rates and/or apportionments were not plotted for Welfare Funds, Fire Districts, Water Districts, Light Districts and other items which increase at a relatively constant rate or were peculiar to an individual District. During the periods of time plotted, there was no change in the tax base, which also increased in a uniform manner. The figures for 1956 and following years for Romulus Township for Highways are actually a combination of Highways and Item One, a special category, since up until that year, the Township had lumped the two together.

As might be expected, the rates in Romulus Township (Figure 25) for highways during the Second World War went down because of the restrictions on building materials and the Federally supported repairs of essential roads mentioned on page 48. Immediately after the war, the rates increased, as the deferred maintenance had to be financed. The use of Sampson by the Air Force caused a striking increase in the Romulus Township Highway tax rates. Amazingly enough, however, the rates for General Taxes decreased, thereby causing the tax load on the local residents to follow the previously noted pattern in Geneva (Figure 24).

In the case of Seneca County (Figure 24), however, the overall effects appear to have been caused more by the war years than by the base. The apportionment rates decreased during the war years just as the Geneva Tax Rates levelled off. The provision of State and Federal

Funds for County Road Work seems to have been sufficient to hold the Highway apportionment rate at a relatively constant rate.

VIII. SUMMARY AND CONCLUSIONS

Summary

In Chapter I certain speculations concerning the impact of industrial or military facilities were raised. In the case of Sampson, some of these impacts have been explored, and tentative answers have been formulated. In brief, the impact of Sampson can be recapitulated as follows:

1. Population changes occurred primarily because of the increased mobility afforded the worker by increased capital and the learning of skills in demand elsewhere. The drastic buildups in population experienced in Seneca, Illinois,[1] Willow Run, Michigan,[2] and other wartime communities were not experienced in the Sampson Region because of the substantial amount of housing for recruits, civilian employees, and station personnel within the facility.

2. Employment changes were more dependent upon the national economy than upon Sampson except in the case of marginal workers who learned a skill. The biggest impact occurred in the wage area where the rates were driven up, thereby creating an unsatisfactory and unrealistically high local wage scale.

3. Housing requirements in the area throughout all stages of the Sampson operation by the military were in excess of the supply. Most local residents and builders of housing tracts did not rise to the emer-

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1. Havighurst, op. cit.
2. Carr, op. cit.

gency, but rather followed a policy of, "What's in it for me?" Now, the departure of the military, the lack of planning for diversified industry, and the lack of foresight of persons engaged in housing activities has created a state of overbuilding and/or slums in the area.

4. School registration in the Townships immediately adjacent to Sampson reflected drastically the changes in status of Sampson. The dispersed living locations of personnel living off-base combined with the substantial base housing reduced the impact on areas over fifteen miles distant from the facility. At first it appeared that the schools in Romulus Township had been overbuilt because of Sampson; however, the increased local school load soon utilized the extra capacity. Therefore, this school expansion was in reality a boon.

5. Transportation facilities for the area underwent a dramatic change. Sampson brought increased convenience for travel by air, railroad, or bus. Upon the departure of the military these facilities returned to their original state.

6. Economic changes occurred in the area. As is normal when a large temporary population exists, the impact occurred primarily in the food stores and not in the general merchandise or home furnishings stores.[3] The presence of the military hastened the inevitable decline of sales in Geneva, and the emergence of Seneca County.

7. Taxes in the area did not increase dramatically due to the loss of the Sampson land from the tax roles. The facility removed

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3. Havighurst, op. cit., pp. 199-200.

sufficient real property normally requiring maintenance, and arranged for sufficient federal aid to offset the tax losses. Statements that the return of the land to the tax roles in 1960 would decrease the taxes of the private citizens are unrealistic.[4] The return at this time would tend to increase the taxes, for all the deferred maintenance on roads and utilities would have to be performed. In addition, the assessed valuation of the over-age buildings and other facilities would be minimal, thereby reducing the possible tax revenue. Taxes are rising; the rise may be from a lower base, but they will still rise.

8. Highway costs and highway traffic, with resultant road wear, did rise. However, the tax-payer did not suffer since the government paid for the necessary additional repairs.

9. The increase in crime rate was relatively negligible.

Conclusions

W. H. Form and D. C. Miller have written in the book, Industry, Labor, and Community, that industry goes through, ". . . the isolation stage with its company policy; the philanthropic stage with its public relations men; [and] the cooperative stage with its community relations study."[5] The Navy use of Sampson during the Second World War typifies

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4. Trainor, Joe, "The Man in the Street Speaks Up," The Geneva Times, February 2, 1960.

5. Form, W. H., and D. C. Miller, Industry, Labor, and Community. (New York: Harper & Brothers, 1960), p. 8.

the isolation stage with the recruits essentially restricted to the facility. The Air Force operation during the 1950's more nearly falls within the second category. It is hoped that the planners, builders, and operators of future bases will fall within the third category.

In retrospect, it is relatively easy to see that the military should have done more to acquaint local citizens with the problems of the facility. A better understanding of the facility and its mission as well as its problems might have induced a more public-spirited reaction to the needs for housing. In addition, a closer liaison with local leaders and citizens might have provided a proper understanding of the temporary nature of the facility thereby providing incentive for a diversification of the economic base.

Local leaders, on the other hand, certainly should have recognized the temporary status of the military, and actively set about convincing the region that they must attempt to diversify, instead of depending upon the Services to continue to provide dollars. The Geneva Times tried, General Steele tried, but no active group of public-spirited citizens were formed to prepare for the future. Geneva now is aware of the problem and is actively trying to attract industry. Seneca County has still not recognized the need for an over-all plan for future development, but relies on the appropriation of small sums of money to the Chambers of Commerce in Seneca Falls and Waterloo to promote this area as a tourist and recreational area. Retail sales in Seneca County may have finally crept ahead of retail sales in Geneva, but the buying income compared with the population is far too small. In order to attain a proper balance, industry must be actively pro-

moted. Sampson is destined to become a non-industrial site, but there are still many other sites that could be used by industry to advantage.

Implications

Basically, Form and Miller have written, "Businesses need planners to help them locate plants, design traffic flow, route raw materials, and solve related problems. Labor and management officials also need the advice of community relations experts on how to improve the public images of their organizations. They also need help in preparing a community for an unpopular decision, such as the removal of an industry."[6] Regions, communities, industries, and military facilities all need planners and community relations experts.

Today the military establishment exerts a powerful influence on many phases of civilian life. But influence must be used with responsibility if it is to be benign. Through an increased emphasis on the importance of planning and coordination with civilians, the military can contribute to prosperity and to the advance of freedom.

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6. Ibid., p. 13.

APPENDIX A

CLIMATE OF GENEVA, NEW YORK

Elevation . . . 480 ft. above sea level

Month	Average Temperature Mean	Max.	Min.
January	23.58°	29.64°	17.48°
February	27.8	35.1	20.6
March	25.58	36.4	20.5
April	42.83	50.7	33.0
May	52.63	63.84	41.42
June	66.7	78.5	54.9
July	68.0	77.78	58.35
August	68.6	79.6	57.6
September	57.03	67.63	46.43
October	51.6	64.1	39.1
November	40.8	49.8	31.9
December	32.9	40.18	25.67

Degree Days: 6472 (20 year average)

Precipitation: 34.05 inches per year.

Source: Geneva Chamber of Commerce, Geneva, New York, March, 1962.

APPENDIX B

SAMPSON STATISTICAL SUMMARY

24 March 1946

A. GENERAL

1. Naval Activities: U.S. Naval Center, including U.S. Naval Hospital and U.S. Naval Personnel Separation Center
2. Location: Latitude 42° 43' 40" N, longitude 76° 53' 50" W
3. Date Established: Commissioned 17 October 1942. Date Disestablished: 1 July 1946 (Naval Center). Date disestablished: 31 May 1946 (Naval Personnel Separation Center)
4. Officer in Charge: Commander, Naval Center. Medical Officer in Charge, Naval Hospital
5. Post Office: Naval Center, Sampson, N.Y. Naval Hospital, Sampson, N.Y.
6. Telegraph Office: Western Union on station.
8. Railroad Connections: Lehigh Valley R.R. freight and passenger spur on station. Lehigh Valley R.R. and New York Central R.R. station, Geneva, N.Y., 13 miles N.
10. Airport Connections: Ithaca Municipal Airport, 32 miles SE.
11. Passenger, Baggage, Express and Freight Service: Commercial bus service and passenger spur on station. Railway Express. Commercial trucking facilities and freight spur on station.
12. Climatological Data:

	Monthly Averages				
	Temp.(°F)	Rain (")		Temp.(°F)	Rain (")
Jan	26.7	.90	Jul	73.4	2.87
Feb	24.8	.90	Aug	79.9	2.73
Mar	33.7	1.77	Sep	63.5	2.75
Apr	46.8	2.27	Oct	51.8	2.48
May	59.4	2.45	Nov	40.3	1.51
Jun	68.5	3.16	Dec	29.0	1.51

Average yearly temperature 49°F, maximum 106°F, minimum -31°F
Average yearly rainfall 25.3 inches.
Average yearly snowfall 71.3 inches.
Prevailing winds: W.

14. Datum Plane: Elevation 0.0 is at M.L.W.
15. Land: Navy owned: hard 2,535 acres.

B. BUILDINGS

16. Total No. of Bldgs.: 574

APPENDIX B (Continued)

B. 17. Floor Area and volume:

Classification	Gross Floor Area	Gross Volume
Administration	239,230 sq. ft.	3,013, 330 cu..ft.
Quarters	3,275,216	39,806,606
Storehouses	627,571	9,921,169
Shops	61,114	1,108,552
Ward, laboratories and dispensary	557,738	8,415,383
Mess Halls	824,826	14,527,684
Recreation	507,122	5,900,940
Miscellaneous	1,585,597	27,254,339
Total	7,678,414 sq. ft.	109,948,003 cu. ft.

18. Barracks Capacity: 425 officers, 41,500 enlisted men, 308 civilians
19. Housing: 339 family units
20. Messing Facilities: 300 officers, 12,000 enlisted men, 500 civilians
21. Dispensary Facilities: 300 beds (Naval Center), 1,500 beds (Naval Hospital)

D. WATERFRONT FACILITIES

24. Berthing Space: 900 lin. ft., depth 14-17 ft. at M.L.W.
25. Anchorage Offshore: 980 acres, depth 8-25 ft. at M.L.W., gravel, sand and silt bottom.
26. Breakwater: Quay walls: stone and concrete, 1,809 lin. ft.

E. UTILITIES

30. Telephone Service: connected to New York Telephone Co. Trunk lines: 9 to Geneva, N.Y. Tie lines: 7 to Naval Hospital

Switchboards:

	Dial or Manual	No. of Positions	Multiple or Non-Multiple	Navy Owned or Leased	Extensions Capacity	Extensions In Use
(NC)	Manual	8	Multiple	Leased	560	380
(NH)	Manual	3			260	183

Station underground system 70 lin. ft., overhead 176,880 lin. ft. 1 NTX circuit.

31. Electric Power: Main source: New York State Gas and Electric Co., 7,500 kva capacity available. Distribution system: 4,800 volts, 3 wire, 3 phase, 60 cycle. Station underground system 200 lin. ft., overhead 239,184 lin. ft., submarine 63,360 lin. ft. 3 AC transformers, 3,750 kva, 33,000/4,800 volts, 3 phase.

APPENDIX B (Continued)

E. UTILITIES (Continued)

32. Water Supply: Main source: from Seneca Lake, through 1 pipe line, 20", pressure 90-120 psi.

Storage:	No.	Structure	Total Capacity	Material
	1	Reservoir	2,225,000 gal.	Concrete
	1	Elevated tank (134')	200,000 gal.	Steel

Station mains: fresh water 1"-20", 239,059 lin. ft.

33. Sewage Disposal: Method: sewage plant on station. Capacity: 50,000 persons. Station sanitary sewers 6"-36", 55,835 lin. ft. Station storm sewers: 4"-60", 43,800 lin. ft., emptying into Seneca Lake. Open drainage ditches 37,240 lin. ft.

35. Heating System and Steam Mains: 3 central heating plants: 9 boilers, 163,600 lbs. of steam generated per hour, pressure 15-125 psi. Steam mains: 1-1/4"-10", 13,619 lin. ft. Condensate returns: 1-1/4"-6", 11,074 lin. ft. Individual heating plants: 166 coal-fired hot air furnaces, 357 hot water heating units.

36. Fuel Supply: Anthracite Coal: storage capacity 45,000 tons handled by conveyor for heating. Bituminous coal: storage capacity 40,000 tons handled by conveyor for heating. Fuel oil: 120 bbls.; distribution mains 2-1/2",200 lin. ft. Motor gasoline 61,400 gals.; distribution mains 2-1/2", 500 lin. ft.

F. RAILROAD, MOTOR AND OTHER EQUIPMENT

38. Rolling Stock: 1 locomotive (Diesel electric, 380 H.P.)

39. Railroad Tracks: Standard gauge, 8.7 miles.

41. Passenger Vehicles: 7 busses (37 passenger), 2 passenger trailers (50 passenger), 30 station wagons (7 passenger), 15 sedans, 8 motorcycles, 5 motor scooters

42. Motor Trucks: 15 stake (2-1/2 ton), 45 dump (3 ton), 3 dumpster (2 ton), 69 pickup (1/2 ton), 37 van (2-1/2 ton), 1 tank (1,000 gal.), 3 truck tractors

43. Mobile Fire Apparatus: 4 pumpers (750 gpm each), 1 pumper (500 gpm), 2 trucks with mounted pumps (500 gpm, 1,000 lin. ft. of hose), 2 chemical carriers.

44. Motor Ambulances: 15 ambulances (total 60 stretchers)

45. Special Motorized Equipment: 1 crawler crane (18 ton), 1 crawler crane (10 ton), 1 crawler crane (backhoe attachment), 1 truck crane (6 ton), 11 farm tractors, 9 bulldozers, 2 graders

46. Cranes: 1 gantry, traveling (16 ton)

47. Crane Tracks: 17-1/2' gauge, 56 lin. ft.

APPENDIX B (Continued)

G. OTHER MISCELLANEOUS STATION FACILITIES

50. Streets and Roads

Material	Length (mi.)	Avg. Width (ft.)	Area (sq. yds.)
Concrete	1.6	50	46,933
Asphalt	44.8	20	532,895
Gravel	2.2	20	25,813
Total	48.6		605,641

51. Sidewalks: Concrete, length 57,033 ft., average width 6 ft.
52. Automobile Parking Area: Gravel and surface treatment, 62,679 sq. yds.
53. Outdoor Assembly, Repair or Working Space: 460,000 sq. yds.
54. Fire Protection: (For water supply, see Item E-32; for mobile fire apparatus, see Item F-43.) Fire Department manned by enlisted personnel under Fire Marshal, Assistant Fire Marshal and civilian Fire Chief. Horni Fire Alarm System, 4 stations. 440 hydrants, normal pressure 75 lbs., boosted to 90 lbs. by motor-driven pump, 1,000 gpm. Seneca Ordnance (U.S. Army) Fire Department on call.
55. Recreational Facilities: Outdoor: 46 softball diamonds, 2 baseball diamonds, 25 volleyball courts, 19 tennis courts, 3 badminton courts, 4 handball courts, 3 shuffleboard coarts, 11 basketball courts, 1 football field, 1 beach, 1 swimming pier. Indoor: 11 lounge rooms, 64 bowling allyes, 10 libraries, 6 swimming pools, 6 gymnasiums, 1 auditorium.

Source: Public Works of the Navy Data Book (July 1947 ed.; Washington D.C.: Navy Department, Bureau of Yards and Docks, 1957), pp. 154-57.

APPENDIX C

COMPARISON OF POSSIBLE EAST COAST SITES

(a) Finger Lakes, New York Area, eastern shore Seneca Lake south of Geneva.

Advantages	Disadvantages
Fine Lake (ample water and recreational facilities).	Availability of sufficient labor questionable.
Accessible by rail and road.	Geographically remote from southeastern ports for movement of troops.
Ample electrical power.	
Desirable liberty ports.	
Healthful environs.	
Ample good terrain.	

(b) Western North Carolina Area, near Fletcher.

Advantages	Disadvantages
Ample good terrain.	No lake available.
Accessible by rail and road.	
Ample water (from Mills River requiring chlorination only).	
No sewerage treatment plant necessary (effluent into French Broad River).	
Healthful environs.	
Temperate climate.	
Splendid liberty port.	
Surplus housing and schools.	

(c) Greenwood, South Carolina Area, adjacent to Saluda Reservoir.

Advantages	Disadvantages
Ample good land.	Lake not yet cleared (in place 18 months), and not cleared of stumps before filling which limits use for recreation and training.
Accessible by road and railroad.	Within area in which the Army has concentrated, affording no adequate liberty port.
Temperate Climate.	
Healthful environs.	

APPENDIX C (Continued)

(d) Laurens County, Georgia, near Dublin.

Advantages	Disadvantages
Ample electrical power.	Located in a high malaria belt, unsatisfactory to Bureau of Medicine and Surgery.
Accessible by rail and road.	Land low and poorly drained; containing swamps.
Ample level to rolling terrain.	Drinking water from wells of doubtful quality.
	No acceptable liberty port.

(e) Jasper County, Georgia, adjacent to Lloyd Shoales Reservoir between Jackson and Montecello.

Advantages	Disadvantages
Ample adaptable land.	Rugged in places.
Fine lake (ample water and recreational facilities).	Eleven miles from railroad on one side and five miles from railroad on other - all over rugged terrain.
Ample electrical power.	No acceptable liberty ports.
Temperate climate.	
Healthful environs.	
Accessible by road and railroad.	

(f) Monroe County, Georgia, adjacent to Towaliga River north of Forsyth.

Advantages	Disadvantages
Ample rolling terrain.	Site finely veined with small streams which flood in wet seasons.
Ample water supply (with complete treatment).	No lake available (40 acre lake can be made - considered too small and undesirable).
Ample electrical power.	No acceptable liberty port.
Accessible by road and railroad	
Temperate climate.	
Healthful environs.	

Source: Trexel, C.A., Memorandum to the Chief, Bureau of Yards and Docks, Washington, D.C., May 6, 1942.

APPENDIX D

SUMMARY OF SAMPSON PROPERTY APPRAISAL

Type	Frontage	Average value per front foot	Total
Lake Frontage	22,869 ft.	$4.44	$101,542.50
(approximately 58.01 acres)			

Type	Acres	Average value per acre	Total
Building sites	76.32	$ 70.97	$ 5,416.50
Agricultural	1668.10	40.77	68,005.00
Vineyards	60.70	135.35	8,216.00
Orchards	64.70	79.37	5,135.00
Grazing Land	186.70	22.50	4,200.50
Timber	172.70	15.43	2,665.00
Timer grazing	125.80	17.41	2,190.00
App.	2413.03	$ 81.79	$197,370.50
Roads	97.00	(no separate value)	
Total acres	2510.03	$ 78.62	$197,370.50
Improvements			238,000.00
Severance value			2,592.87
Total crop value			12,385.00
Total	2510.03	$179.42	$450,348.37
		Estimated Salvage Value	$ 26,773.00

Source: Putnam, R. H., Associate Land Negotiator, Land Acquisition Report of Naval Training Station, Sampson, New York, July 11, 1942.

APPENDIX E

COPY OF PERSONAL LETTER TO COMDR. GEBHARD FROM ADM. MOREELL

24 May 1942

Dear John:

In pursuance of our recent conversations, I want to emphasize the fact that I expect you to place speed of accomplishment at the top of your priority list. Time is the only irreplaceable commodity of the many with which we are dealing. We can replace money and materials, but once time has been expended it is gone forever.

I want you to make your decisions quickly, and in the interest of speed of accomplishment. I also want you to understand that in all of your decisions you are acting as my representative and that, therefore, I assume full responsibility for the things that may go wrong. I have every confidence in your judgment and ability. You are going to make mistakes - as we all do. I assume responsibility for your mistakes, in full confidence that they will be honest mistakes made in the interest of a great objective.

So...do not hestitate; proceed with expedition, and I will back you up. If you get stuck and want advice or help, do not hesitate to call me at any hour of the day or night and you will get it.

With kindest regards,

Sincerely,

B. Moreell.

Comdr. John C. Gebhard (CEC), USN.,
Officer in Charge of Construction,
Naval Training Station,
Willard, New York.

APPENDIX F

SAMPSON AIR FORCE BASE STATISTICS FOR QUARTER ENDING 30 JUNE, 1954

Real Property Investment

Original Navy Cost	$ 82,000,000
Rehabilitation Program FY '51, '52, '53 and '54	26,353,710
Air Force Additions	4,126,000
Total Base Value	$112,479,710

Physical Plant

Land	2,961 Acres
Building Area (Floor Space)	6,603,405 Sq Ft
Number of Buildings	615
Miles of Streets	33.5
Miles of Railroad Trackage	9
Elevation	567

Total Cost of Operations, Quarter Ended 30 June 1954

Military Pay	$ 7,827,977
Civilian Pay	859,591
Supplies	2,366,769
Contractual Services, Laundry, etc.	160,767
PCS Travel, Lump Sum Payments, etc.	1,490,745
Clothing Issued	3,415,328
Total Cost	$16,121,177

Personnel - Quarter Ended 30 June 1954

Average Base Population	20,472
Total Housing Capacity (Except Depns)	24,650
Total Trainees Graduated (Since 1 Feb 51)	178,601
Average Present in Training	11,420
Students Per Instructor	17.3
Students per Total P/P Personnel	2.1

Average P/P Strength, Quarter Ended 30 June 1954

	Auth	Asgd
Officers	561	463
Airmen	4,564	4,884
Civilians	930	920
Total	6,055	6,267

APPENDIX F (Continued)

Annual Funding Program FY '54

P443	(Schools and Training)	$ 124,795
P448	(Maintenance and Operation - Base)	4,015,021
P478	(Maintenance and Operation - Hospital)	1,764,607
P479	(New Work - Med Facility)	108,407
P449	(New Work - Base)	12,170
	Total	$6,025,000

Per Capita Costs, Qtr Ended 30 Jun 54

Mess Service (Excluding Food)	$78.05
Govt Furnished Laundry Serv (Incl Hosp)	3.61
Motor Transportation	12.57
Personnel Services	4.72

Utility Plants and Systems, Qtr Ended 30 June 54

	Quantity	Cost
Water	214,260,000 Gals	$ 32,909
Sewage Pumped	242,694,000 Gals	18,205
Coal Purchased (Including Labor and Transportation)	12,376 Tons	131,344
Electricity	5,282,784 KWH	112,556
Value of A10 Tools, Equipment and Installed Property as of 30 June 1954		$1,549,744

Miscellaneous for Quarter Ended 30 June 1954

Base Exchange Gross Sales	$ 1,178,283
Number of Troop Dining Halls Operated	3
Average Number of Meals Served Daily	39,429
Total Meals Served - Troop Mess Only - No Hospital	3,548,593
Service Club Attendance	140,124
Theatre Attendance	143,030
Chapel Attendance	89,647
Hospital X-Rays	10,912
Laboratory Tests	120,372
Vouchers Processed	2,911
Checks Issued	$ 5,221,481
Bonds Issued	$ 92,024
Travel Claims Processed	2,920
Allotments Processed	4,067
Gross Disbursements	$10,158,498

Source: Statement prepared by the Office of the Wing Comptroller, 3650th Military Training Wing, Sampson Air Force Base, Geneva, New York.

APPENDIX G

TABLE G-1

TOTAL POPULATION OF ALL COMMUNITIES
IN SENECA COUNTY AND GENEVA CITY, 1920 - 1960

	1960	1950	1940	1930	1920
Seneca County	31,984	39,253	25,732	24,983	24,735
Covert Township	1,965	1,843	1,663	1,578	1,661
Interlaken Village	780	770	661	660	633
Fayette Township	2,825	2,557	2,383	2,396	2,215
Waterloo Village (part)	703	678	620	587	517
Junius Township	871	846	738	775	829
Lodi Township	1,267	1,118	1,051	1,044	1,137
Lodi Village	396	362	366	322	n.a.
Ovid Township	3,097	3,442	3,200	2,843	2,855
Ovid Village (part)	762	646	578	537	438
Romulus Township	3,509	4,263	2,865	2,856	2,754
Ovid Village (Part)	27	n.a.	n.a.	n.a.	n.a.
Seneca Falls Township	9,264	7,845	7,352	7,166	7,179
Seneca Falls Village	7,439	6,634	6,452	6,443	6,389
Tyre Township	815	729	724	743	798
Varick Township	1,480	1,086	1,056	1,013	1,020
Waterloo Township	6,891	5,524	4,730	4,569	4,287
Waterloo Village (part)	4,395	3,760	3,390	3,460	3,292
Geneva City (Ontario County)	17,286	17,144	15,555	16,053	14,648

n.a. - not available

Source: New York State Executive Department, Division of Housing and Community Renewal, March 28, 1962.

APPENDIX G (Continued)

TABLE G-2

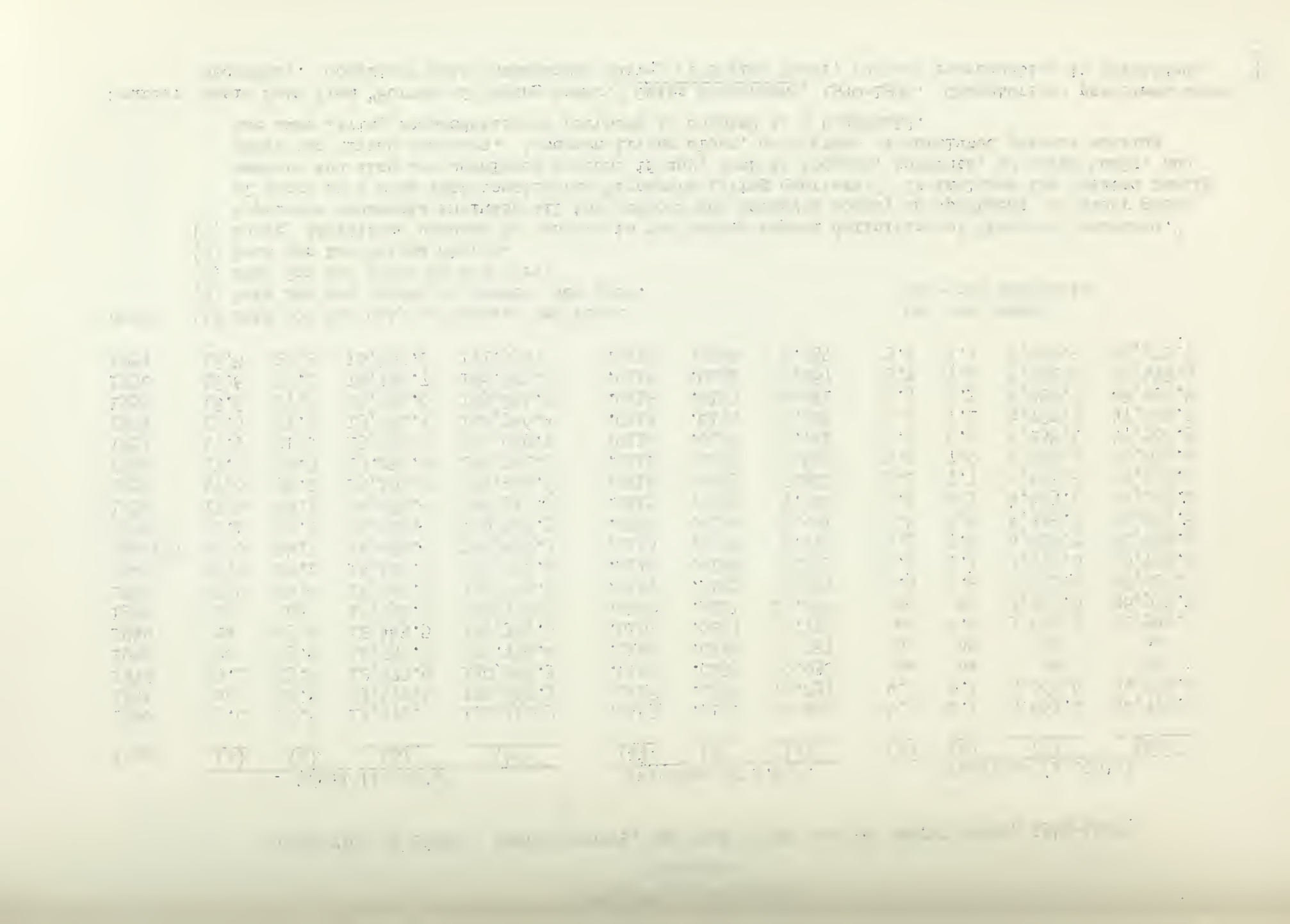
POPULATION OF GENEVA, SENECA COUNTY, NEW YORK STATE AND THE UNITED STATES 1940-1957

Year	Total (1,000's)				Per Cent of U.S.A.			Families (1,000's)			
	(1)	(2)	(3)	(4)	(1)	(2)	(3)	(1)	(2)	(3)	(4)
1940	15.6	25.6	13,379.6	131,312.9	.0119	.0191	10.189	4.2	6.1	3,663.4	34,772.8
1941	nc	25.7	13,479.1	131,669.3	.0118	.0195	10.237	4.2	6.1	3,663.4	34,853.0
1942	13.1	25.6	12,875.9	130,982.3	.0100	.0195	9.930	na	na	na	na
1943	nc	23.0	12,537.3	128.760.4	.0102	.0179	9.737	na	na	na	na
1944	nc	25.9	12,443.5	127,307.9	.0103	.0203	9.775	na	6.9	3,657.5	36,544.0
1945	nc	nc	13,498.8	128,730.0	.0102	.0201	10.486	na	nc	3,942.6	36,933.4
1946	20.5	24.4	12,995.0	139,621.8	.0147	.0175	9.307	5.8	7.2	3,651.4	38,602.0
1947	17.0	24.1	14,164.3	143,796.4	.0118	.0168	9.851	4.9	7.1	3,974.6	39,798.2
1948(5)	21.0	24.7	14,464.4	146,496.3	.0143	.0168	9.873	6.3	7.6	4,205.7	41,692.9
1949	21.1	28.3	14,762.7	149,105.5	.0142	.0190	9.901	6.4	8.8	4,333.5	42,843.8
1950	17.4	29.7	14,987.4	152,311.4	.0115	.0195	9.840	5.3	9.3	4,493.1	44,167.0
1951	17.6	30.2	15,163.9	154,926.6	.0114	.0195	9.788	5.1	7.7	4,491.3	44,719.4
1952	17.6	30.5	15.232.0	157,161.3	.0112	.0194	9.692	5.1	7.9	4,614.2	45,639.0
1953	17.9	31.0	15,588.3	160,019.7	.0112	.0194	9.741	5.2	8.2	4,838.1	47,560.3
1954	18.5	27.7	15,651.4	162,566.4	.0114	.0171	9.628	5.3	7.2	4,789.5	47,620.7
1955	18.6	27.4	15,569.6	165,811.5	.0112	.0165	9.631	5.3	7.1	4,880.0	48,600.4
1956	18.6	27.1	16,351.7	168,805.3	.0110	.0161	9.687	5.3	7.0	4,991.6	49,478.9
1957	18.8	28.2	16,404.1	171,994.4	.0110	.0164	9.537	5.4	7.3	4,996.3	50,372.7

Notes: (1) Data for the city of Geneva, New York.
(2) Data for the county of Seneca, New York.
(3) Data for the state of New York.
(4) Data for the United States.
(5) Survey definition changed to conform to the Census Bureau definition of "Private Household." A private household includes all the persons who occupy a house, an apartment, or other group of rooms or a room that constitutes "separate living quarters." It includes the related family members and also the unrelated persons if any, such as lodgers, servants, or hired hands, who share the living quarters. A person living alone, or a group of unrelated persons sharing the same living accomodation as partners is counted as a household.

nc - no change
na - not available

Source: Basic Data from "Survey of Buying Power," Sales Management, 1940-1958. Computations performed where necessary. Copyright Sales Management Survey of Buying Power; further reproduction is forbidden.



APPENDIX H

TABLE H-1

EMPLOYMENT IN NONGOVERNMENTAL ESTABLISHMENTS
COVERED BY UNEMPLOYMENT INSURANCE
SENECA COUNTY, 1941-1962 a/

Year	All Industries	Manufacturing	Construction	Transportation	Trade	Finance	Service and Other
			(Annual averages)				
1941	5,732	2,675	2,266	207	430	61	92
1942	10,722	2,920	7,143	48	439	67	105
1943	4,187	2,981	589	104	326	66	122
1944	3,382	2,778	46	106	305	58	88
1945	3,532	2,588	52	104	630	57	102
1946	3,054	2,296	77	99	425	58	99
1947	3,320	2,504	68	90	494	61	103
1948	3,180	2,300	49	103	540	68	119
1949	2,965	2,077	54	119	534	74	107
1950	3,865	2,968	82	114	528	78	95
1951	5,219	3,287	962	127	635	85	123
1952	4,780	3,468	189	132	692	94	204
1953	4,953	3,477	323	141	724	104	183
1954	4,716	3,300	176	135	803	107	195
1955	4,524	3,137	121	127	828	110	200
1956	4,812	3,310	152	130	874	118	228
1957	4,957	3,340	161	122	958	125	251
1958	4,621	3,141	236	94	794	115	238
1959	4,424	2,952	189	78	827	136	241
1960	4,939	3,227	247	96	939	144	286

a/ Based on reports received from employers contributing to the New York State Unemployment Insurance Fund. Prior to 1956 the law covered establishments of 4 or more workers; in 1956 coverage was extended to establishments with 3 or more workers; in 1957 coverage was extended to establishments with 2 or more workers and in 1960 coverage was extended to establishments with payrolls of $300 in one quarter. Extended coverage brought in roughly 300-350 workers in Seneca County, about 260-275 of whom worked in trade and service. Nongovernmental workers not covered by unemployment insurance include interstate railroad workers, most domestics in households with fewer than 4 workers, farm workers, workers of most nonprofit making organizations.

Note: Because of changes in industrial classification, data for the years 1941-1942, 1942-1947, 1947-1958, are not strictly comparable with data for 1958 on.

Source: New York State Department of Labor, Division of Employment, March 27, 1962.

APPENDIX H (Continued)

TABLE H-2

POPULATION AND LABOR FORCE
ONTARIO, SENECA AND YATES COUNTY
1920 - 1960

	Ontario County			Seneca County			Yates County		
Year	Population	Labor Force	Per Cent	Population	Labor Force	Per Cent	Population	Labor Force	Per Cent
1920	52,652	n.a.	n.a.	24,375	n.a.	n.a.	16,641	n.a.	n.a.
1930	54,276	21,435	39.4	24,983	10,090	40.3	16,848	6,636	39.4
1940	55,307	43,963	79.2	25,732	20,940	81.5	16,381	12,986	79.3
1950	60,172	23,318	38.7	29,253	10,150	34.7	17,615	6,502	37.0
1960	68,070	n.a.	n.a.	31,984	n.a.	n.a.	18,614	n.a.	n.a.

n.a. - not available

Source: New York State Employment Office, Geneva, New York, March 23, 1962.

APPENDIX H (Continued)

TABLE H-3

COVERED PAYROLLS,[a] SENECA COUNTY

1950 - 1960

Year	Thousands of Dollars	
	Total	Construction
1950	11,059	239
1951	20,335	6,846
1952	16,437	933
1953	19,272	1,548
1954	18,719	830
1955	17,786	536
1956[b]	19,375	760
1957[b]	21,098	738
1958	19,654	1,097
1959	20,782	1,055
1960[b]	23,882	1,396

[a]Payrolls of private firms covered by the New York State Unemployment Insurance Law.

[b]Coverage of the New York State Unemployment Insurance Law was extended to include smaller firms in each of these years.

Source: New York State Department of Labor, Division of Employment.

Prepared in the New York State Department of Commerce, Division of Economic Research and Statistics, March 14, 1962.

APPENDIX I

TABLE I-1

SELECTED HOUSING CHARACTERISTICS
FOR SENECA COUNTY AND GENEVA CITY 1940 - 1960

	1960	1950	1940
Seneca County			
Total Units	NA	9,280	7.061
1 Family	NA	7,197	6,237
2 Family	NA	932	604
3 & 4 Family	NA	279	81
1 - 4 Family with business*	NA	-	120
5 - 9 Family	NA	372	5
10 or more Family	NA	431	-
Trailers (other)**	NA	69	14
Geneva City			
Total Units	NA	5,024	4,320
1 Family	NA	2,702	2,814
2 Family	NA	1,004	864
3 & 4 Family	NA	556	242
1 - 4 Family with business*	NA	-	198
5 - 9 Family	NA	492	126
10 - 19 Family	NA	135	66
20 or more Family	NA	26	-
Trailers (other)**	NA	9	10

* - This category included only in 1940 census but not in 1950 census.

** - In 1950 census this category was trailers and in 1940 census was other.

NA - Information Not Available as Yet.

Source: New York State Executive Department, Division of Housing and Community Renewal, March 28, 1962.

APPENDIX I (Continued)

TABLE I-2

SELECTED HOUSING CHARACTERISTICS
FOR SENECA COUNTY AND GENEVA CITY 1940 - 1960

	1960	1950	1940
Seneca County			
Total Units	NA	9,280	7,061
Owner occupied	NA	5,629	4,123
Renter occupied	NA	2,158	2,228
Vacant	NA	1,752	710
Seasonal-vacant	NA	685	467
Geneva City			
Total Units	5,487	5,024	4,320
Owner occupied	3,102	2,713	2,176
Renter occupied	2,129	2,147	2,080
Vacant	256	164	64
Seasonal-vacant	28	5	-

NA - Information Not Available as Yet

Source: New York State Executive Department, Division of Housing and Community Renewal, March 28, 1962.

APPENDIX I (Continued)

TABLE I-3

NUMBER OF NEW DWELLING UNITS BASED ON BUILDING PERMITS ISSUED
GENEVA, INTERLAKEN, LODI, SENECA FALLS, AND WATERLOO, 1950 - 1961

Year	Geneva City	Interlaken Village	Lodi Town	Seneca Falls Village	Waterloo Village
1950	42*	0	NA	NA	6
1951	30	0	NA	15	8
1952	22	0	NA	NA	7
1953	92	0	NA	NA	8
1954	83**	0	NA	NA	NA
1955	78	1	NA	NA	9
1956	33	1	NA	NA	NA
1957	15	0	NA	NA	NA
1958	23	0	0	NA	NA
1959	131(124)***	0	0	NA	NA
1960	14	0	0	5	NA
1961	8	0	0	6	NA

NA - Information Not Available

* - Includes 2-2 Family

** - Includes 3-2 Family

*** - Includes 124 units of public housing

Source: New York State Executive Department, Division of Housing and Community Renewal, March 28, 1962.

APPENDIX J

ROMULUS TOWNSHIP, SENECA COUNTY, AND GENEVA, NEW YORK
SCHOOL ENROLLMENTS 1939 - 1962

Year	Romulus Township	Seneca County*			Geneva*		
		Public	Private & Parochial	Total	Public	Private & Parochial	Total
1939-40	330				2,051	1,162	3,213
1940-41	311				2,176	1,156	3,332
1941-42	326				1,942	1,107	3,049
1942-43	323				1,873	1,117	2,990
1943-44	310				1,591	968	2,559
1944-45	314	3,076	402	3,478	1,852	1,028	2,880
1945-46	344	3,071	397	3,468	1,836	1,127	2,963
1946-47	360	3,106	413	3,519	1,548	1,072	2,620
1947-48	361	3,174	419	3,593	1,530	1,110	2,640
1948-49	359	3,255	435	3,690	1,640	1,045	2,685
1949-50	371	3,408	451	3,859	1,684	1,057	2,741
1950-51	442	4,329	536	4,865	1,717	1,067	2,784
1951-52	648	4,901	541	5,442	1,771	1,140	2,911
1952-53	746	5,341	564	5,905	1,741	1,138	2,879
1953-54	790	5,577	611	6,188	1,797	1,216	3,013
1954-55	777	5,791	633	6,424	1,880	1,287	3,167
1955-56	867	6,041	656	6,697	2,017	1,511	3,528
1956-57	622	5,602	633	6,235	2,010	1,521	3,531
1957-58	635	5,908	653	6,561	2,145	1,646	3,791
1958-59	685	6,028	688	6,716	2,276	1,488	3,764
1959-60	699	6,261	752	7,013	2,348	1,590	3,938
1960-61	722	6,346	804	7,150	2,346	1,580	3,926
1961-62	880	6,487	815	7,302	2,316	1,684	4,000

*Enrollment in home district

Source: Figures for Romulus Township: Romulus Central School; Figures for Seneca County and Geneva: The University of the State of New York, The State Education Department, March 19, 1962.

APPENDIX K

TABLE K-1

RAILROAD TRAFFIC OF NAVAL PERSONNEL FROM AND TO SAMPSON
MONTH OF MARCH 1944

Personnel and draft movements (1)	In	Out	Total
Men on drafts	- - -	27,519	27,519
Recruit leaves	19,851	19,851	39,702
Week-end liberty	3,205	3,205	6,410
Rejectees	- - -	448	448
Officers & Ship's Company	1,724	1,724	3,448
New Recruits	22,344	- - -	22,344
New Ship's Company	190	- - -	190
Service School Students	240	- - -	240
Hospital	177	- - -	177
TOTAL	47,731	52,747	100,478 (2)

Notes: (1) Does not include Service Schools delayed order drafts or personnel purchasing transportation at Geneva ticket offices. The Railroad Ticket Office at Sampson during this period honored Government Requests in the amount of $1,600,384.65, and cash receipts received from recruit and liberty leaves was $196,402.35, making a total of $1,796,676.00.

(2) During the month of March 1944, the railroad traffic was the heaviest of any like period since the station was inaugurated. There were a total of 262 trains in and out (an average of nine trains per day) which were composed of 2,371 coaches, 136 baggage cars, 52 kitchen cars, and 292 pullman cars.

Source: McAuliffe, J. J., Lieutenant, USNR, Transportation Officer, U. S. Naval Training Center, Sampson, New York, memorandum to Commandant, U. S. Naval Training Center, Sampson, New York of April 17, 1944.

APPENDIX K (Continued)

TABLE K-2

EASTERN GREYHOUND LINES

REVENUE STATISTICS FOR OPERATIONS INTO SAMPSON AFB
YEARS 1942 TO 1956, INCL.

	BUS MILES	REVENUE	PASSENGERS	
1942	40,830	$ 11,276.49	38,580	
1943	744,006	270,265.09	739,170	
1944	1,133,201	486,491.75	1,091,774	
1945	960,502	446,216.06	1,000,156	
1946	305,097	87,998.91	236,111	
1947	134,417	31,493.21	120,444	
1948	47,556	12,660.06	48,334	
1949	10,933	2,997.91	6,001	
1950		DID NOT OPERATE		
1951	176,245	68,491.39	223,696	
1952	179,015	67,137.96	202,444	
1953	112,596	41,034.48	128.328	
1954	127,244	51,615.31	154,902	
1955	124,382	39,753.70	121,166	
1956	27,819	4,690.34	14,440	(Closed 6/21/56)
TOTAL	4,123,843	$1,622,121.66	4,125,546	

Source: Eastern Greyhound Lines, April 19, 1962.

APPENDIX K

TABLE K-3

MOTOR VEHICLE REGISTRATIONS ONTARIO AND SENECA COUNTIES - 1940-1960

ONTARIO COUNTY

Year	Passenger	Omnibus	Commercial	Trailer	Dealer	Ambulance	Suburban	Farm Vehicle	Total Motor Vehicle (including exempts)	Exempt Motor Vehicles	Motorcycles (including exempts)	Exempt Motorcycles	Total Vehicles Registered
1940	14,594	52	2,245	653	40	-	56	114	17,754	34	75	5	17,829
1941	14,948	23	2,308	654	46	-	90	145	18,214	77	84	7	18,298
1942	14,135	53	2,260	621	38	-	93	192	17,392	107	98	7	17,490
1943	13,018	57	2,223	625	32	-	79	185	16,219	137	88	3	16,307
1944	13,084	37	2,350	679	31	-	89	180	16,450	131	119	3	16,569
1945	13,423	50	2,515	782	37	-	86	149	17,042	117	141	3	17,183
1946	14,406	55	2,866	987	47	-	111	136	18,608	124	198	4	18,806
1947	15,291	72	3,138	1,133	64	-	132	141	19,971	145	228	4	20,199
1948	16,090	92	3,341	1,250	67	-	186	141	21,167	149	285	4	21,452
1949*	16,869	32	*64 3,471	1,314	-	-	257	147	22,154	170	274	4	22,428
1950	17,742	27	45 3,664	1,385	-	-	350	190	23,403	160	235	7	23,638
1951	18,532	31	47 3,879	1,449	-	-	436	222	24,596	159	247	7	24,843
1952	18,795	35	37 3,905	1,441	-	-	520	231	24,964	181	222	7	25,186
1953	19,347	33	38 4,160	1,482	-	-	656	220	25,936	166	188	8	26,124
1954	20,249	30	51 4,181	1,519	-	-	838	221	27,089	189	169	4	27,258
1955	20,659	28	43 4,487	1,350	-	-	1,088	219	27,874	183	163	8	28,037
1956	20,973	22	43 4,422	1,435	-	-	1,506	231	28,632	210	222	7	28,854
1957	20,474	23	37 3,985	1,389	-	-	1,844	214	27,966	188	145	10	28,111
1958	20,396	18	37 4,115	1,422	-	-	2,178	252	28,418	182	145	7	28,563
1959	20,444	21	39 4,186	1,565	-	-	2,529	246	29,030	214	170	7	29,200
1960	22,862	17	31 4,618	1,630	-	-	-	254	29,412	330	179	8	29,591

SENECA COUNTY

1940	6,357	10	853	400	20	-	29	84	7,753	54	51	-	7,804
1941	6,729	11	978	477	18	-	37	102	8,352	57	59	1	8,411
1942	6,511	10	1,081	432	18	-	36	106	8,194	65	81	1	8,275
1943	6,360	12	836	335	18	-	30	91	7,682	61	71	-	7,753
1944	6,293	13	858	357	13	-	31	84	7,649	63	62	-	7,711
1945	6,539	13	931	427	11	-	37	97	8,055	66	67	-	8,122
1946	6,424	22	1,077	510	20	-	48	69	8,170	68	97	-	8,267
1947	6,939	27	1,261	587	21	-	56	73	8,964	79	92	-	9,056
1948	7,238	22	1,328	631	24	-	69	82	9,394	84	85	-	9,479
1949*	7,599	11	*14 1,350	647	-	-	96	95	9,812	80	81	-	9,893
1950	7,734	11	13 1,399	624	-	-	107	105	9,993	81	99	-	10,092
1951	8,919	9	15 1,468	679	-	-	161	119	11,370	80	147	-	11,517
1952	9,406	1	18 1,499	684	-	-	213	145	11,966	86	117	-	12,083
1953	9,633	3	22 1,551	674	-	-	265	115	12,263	78	99	1	12,362
1954	9,736	3	19 1,589	691	-	-	331	95	12,464	66	107	1	12,571
1955	10,722	5	34 1,562	718	-	-	562	102	13,705	92	123	-	13,843
1956	10,155	3	25 1,776	717	-	-	630	109	13,415	104	108	-	13,523
1957	9,220	3	22 1,738	617	-	-	755	99	12,454	113	67	-	12,521
1958	9,214	3	21 1,805	642	-	-	888	120	12,693	113	56	-	12,749
1959	9,225	3	12 1,841	677	-	-	1,076	118	12,952	120	60	-	13,012
1960	10,322	4	10 2,054	683	-	-	-	134	13,207	194	68	-	13,275

*Taxi registration started in 1949.
1960 Suburban included in standard series.

Source: New York State Department of Motor Vehicles, Office of Public Information, March 19, 196?

APPENDIX K (Continued)

TABLE K-4

AVERAGE DAILY TRAFFIC DATA FOR SELECTED ROADS
LEADING TO SAMPSON 1941 - 1960

Route	1941	1943	1946	1951	1956	1960
96A	2,630	2,440	2,560	5,390	n.a.*	3,430
96	670	360	1,600	1,430	2,450	1,980
414	830	630	700	1,310	2,230	1,820

* Routes 96 and 414 registered an average increase of seventy-one percent; therefore, it is assumed that Route 96A would have had a like increase to an average count of 9,150.

Source: New York State Department of Public Works, Bureau of Highway Planning, April 6, 1962.

APPENDIX L

TABLE L-1

EFFECTIVE BUYING INCOME

FOR GENEVA, SENECA COUNTY, NEW YORK STATE AND THE UNITED STATES 1940-1957

Year	Net ($1,000)				Per Cent of U.S.A.			Per Capita				Per Family			
	(1)	(2)	(3)	(4)	(1)	(2)	(3)	(1)	(2)	(3)	(4)	(1)	(2)	(3)	(4)
1940	13,047	11,218	10,630,554	74,182,005	.0176	.0151	14.329	839	438	794	565	3071	1852	2902	2132
1941	15,832	13,613	12,899,997	91,119,967	.0174	.0149	14.159	1018	530	957	692	3770	2248	3521	2614
1942	18,164	14,686	14,800,050	114,069,867	.0159	.0129	12.975	1387	573	1149	871	na	na	na	na
1943	20,775	16,893	17,460,022	142,075,097	.0146	.0119	12.289	1586	734	1393	1103	na	na	na	na
1944	19,533	18,513	18,242,915	148,415,957	.0132	.0125	12.292	1491	715	1466	1166	na	2683	4988	4061
1945	19,470	18,453	15,846,946	133,438,255	.0146	.0138	11.876	1486	712	1174	1037	na	2674	4019	3613
1946	23,378	22,155	17,262,625	140,985,954	.0166	.0157	12.244	1140	908	1328	1010	4031	3077	4728	3652
1947	30,475	25,557	21,234,525	171,489,520	.0178	.0149	12.382	1793	1060	1499	1193	6219	3600	5343	4309
1948	31,090	26,073	23,603,663	188,901,324	.0164	.0138	12.495	1480	1056	1632	1289	4935	3431	5612	4531
1949	27,174	26,004	24,275,750	191,683,662	.0141	.0135	12.664	1238	919	1644	1286	4246	2955	5602	4474
1950	22,724	27,680	25,091,550	199,701,012	.0113	.0139	12.565	1306	932	1674	1311	4288	2976	5584	4521
1951	24,254	29,891	26,023,077	220,411,068	.0110	.0136	11.806	1378	990	1716	1423	4756	3882	5794	4929
1952	25,821	43,768	26,872,664	232,144,643	.0111	.0189	11.577	1467	1435	1764	1477	5063	5540	5824	5086
1953	27,244	35,665	28,219,931	246,016,136	.0111	.0145	11.471	1522	1150	1810	1537	5239	4349	5833	5173
1954	31,212	31,506	28,508,062	251,132,566	.0124	.0126	11.352	1687	1137	1821	1545	5889	4376	5952	5274
1955	31,779	32,628	29,508,041	265,601,325	.0120	.0123	11.110	1709	1191	1848	1602	5996	4595	6047	5465
1956	32,758	33,234	31,252,937	283,793,829	.0115	.0117	11.013	1761	1226	1911	1681	6181	4748	6261	5736
1957	37,761	40,183	34,920,054	298,254,624	.0126	.0134	11.708	2009	1425	2129	1734	6993	5505	6989	5291

Notes: (1) Data for the city of Geneva, New York
(2) Data for the county of Seneca, New York.
(3) Data for the state of New York.
(4) Data for the United States.

na - not available

Source: Basic Data from "Survey of Buying Power," Sales Management, 1940-1958. Computations performed where necessary. Copyright Sales Management Survey of Buying Power; further reproduction forbidden.

APPENDIX L (Continued)

TABLE L-2

RETAIL SALES FOR GENEVA, SENECA COUNTY, NEW YORK STATE AND THE UNITED STATES 1940-1957

Year	Dollars ($1,000) (1)	(2)	(3)	(4)	Per Cent of U.S.A. (1)	(2)	(3)	Selected Stores ($1,000) Food (1)	Food (2)	Gen. Mdse. (1)	Gen. Mdse. (2)	Furn.House.Radio (1)	Furn.House.Radio (2)
1940	8,830	5,789	5,860,302	45,776,285	.0193	.0126	12.684						
1941	10,189	6,281	6,500,008	54,299,981	.0188	.0116	11.970						
1942	9,753	4,381	6,221,745	56,400,449	.0173	.0078	11.031						
1943	9,880	5,481	6,748,952	63,318,363	.0156	.0087	10.659		1,701		303		
1944	10,600	6,950	7,510,811	68,850,694	.0154	.0101	10.909	3,134	2,085	1,461	432		
1945	11,176	7,342	7,814,033	74,528,981	.0150	.0098	10.485	3,215	2.147	1,554	458		
1946	15,936	10,444	10,000,242	96,529,760	.0165	.0108	10.360	4,563	3,047	2,316	687		
1947	18,601	12,200	11,931,236	117,594,174	.0158	.0104	10.146	5,420	3,619	2,112	626		
1948	18,957	12,433	13,695,420	130,556,894	.0145	.0095	10.490	4,921	3,285	2,508	744	1,112	273
1949	18,466	12,111	13,365,097	128,117,735	.0144	.0095	10.432	4,716	3,148	2,386	708	1,024	251
1950	29,382	20,285	16,064,939	140,317,250	.0210	.0145	11.449	7,446	5,168	3,209	707	1,740	551
1951	30,520	21,071	17,253,744	151,234,526	.0202	.0139	11.408	8,269	5,740	3,316	730	1,732	548
1952	33,242	24,456	18,196,751	163,570,205	.0203	.0149	11.125	9,158	6,775	3,426	804	1,979	667
1953	33,396	24,569	18,809,171	172,048,349	.0194	.0143	10.932	8,696	6,433	3,375	792	1,913	655
1954	32,417	22,218	18,874,242	170,034,796	.0190	.0131	11.100	8,626	5,945	3,236	707	1,886	592
1955	34,142	29,038	19,367,459	185,543,993	.0184	.0157	10.438	6,453	6,950	3,662	610	2,107	922
1956	33,705	30,265	19,813,724	192,504,548	.0175	.0158	10.293	6,552	7,449	3,634	640	2,150	993
1957	34,601	33,551	20,658,474	200,171,253	.0173	.0167	10.320	7,106	8,521	3,686	684	2,246	1,094

Notes: (1) Data for the city of Geneva, New York
(2) Data for the county of Seneca, New York.
(3) Data for the state of New York.
(4) Data for the United States.

Source: Basic Data from "Survey of Buying Power," Sales Management, 1940-1958. Computations performed where necessary.

APPENDIX M

GENEVA, SENECA COUNTY AND ROMULUS TOWNSHIP
TAX RATES AND APPORTIONMENTS 1940-1959

Year (1)	Geneva (2)	Seneca County (3)	Seneca County (4)	Romulus Township (5)	Romulus Township (6)	Romulus Township (7)
1940	$11.74	$ 4.07	$1.73	$10.93	$ 7.30	$18.23
1941	11.03	3.46	1.70	10.03	7.11	17.14
1942	11.83	5.60	0.85	12.19	7.06	19.25
1943	11.73	5.26	0.26	9.28	4.52	13.80
1944	11.90	5.97	0.48	9.98	4.33	14.31
1945	12.09	4.50	0.58	7.81	5.13	12.94
1946	13.47	4.86	0.94	9.81	4.90	14.71
1947	15.62	4.84	0.59	6.50	6.85	13.35
1948	14.24	7.17	0.91	11.50	7.73	19.23
1949	14.65	7.00	0.93	11.83	7.73	19.56
1950	15.99	7.29	1.32	17.98	9.59	27.57
1951	17.74	9.46	1.06	18.53	10.23	28.76
1952	18.97	10.60	0.67	17.02	10.33	27.35
1953	18.97	9.58	0.96	15.20	13.84	29.04
1954	18.97	8.04	0.76	15.04	13.96	29.00
1955	18.97	8.57	0.88	14.95	12.37	27.32
1956	21.35	8.62	0.92	14.33	16.44	30.77
1957	21.65	11.85	-	18.61	15.76	34.37
1958	23.33	11.85	-	18.88	16.33	35.21
1959	24.17	12.72	0.92	19.27	21.21	40.48

Notes: (1) This is year that tax rates and apportionments were applied, budgeted for in previous year's Proceedings of the Board of Supervisors, Seneca County, in the case of Seneca County and Romulus Township.
(2) Tax Rate per thousand dollars assessed valuation. Source: Records of The Geneva Times.
(3) Average General Tax Apportionment per thousand dollars equalized valuation. Source: Seneca County Clerk, Proceedings of the Board of Supervisors, Seneca County, 1939-58.
(4) Average Highway Tax Apportionment per thousand dollars equalized valuation. Source: Same as Note (3).
(5) General Tax Rate per thousand dollars assessed valuation. Source: Same as Note (3).
(6) Highway Tax Rate per thousand dollars assessed valuation. For period from 1954 to 1959, represents total of Highway and Item One in order to make all rates compatible. Source: Same as Note (3).
(7) Total of items (5) and (6).

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